



HANDBOUND  
AT THE



UNIVERSITY OF  
TORONTO PRESS





Digitized by the Internet Archive  
in 2022 with funding from  
University of Toronto

<https://archive.org/details/31761115524589>





(GOV.) doc  
Can  
E



# EXTERNAL AFFAIRS

---

*Monthly Bulletin of the Department of External Affairs*

---

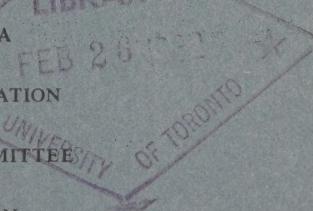
## CANADA

Vol. XIV No 1-12 In this Issue

January 1962

*Dec.*

PRESIDENT FRONDIZI IN OTTAWA  
NORTH ATLANTIC TREATY ORGANIZATION  
COLOMBO PLAN CONSULTATIVE COMMITTEE  
INTERNATIONAL LAW COMMISSION  
NATO PARLIAMENTARIANS





849619

# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of *External Affairs* as the source would be appreciated.

Subscription rates: One dollar a year  
(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,  
Ottawa

Vol. XIV No. 1

## Contents

January 1962

President Frondizi in Ottawa .....	2
North Atlantic Treaty Organization .....	4
Colombo Plan Consultative Committee .....	7
International Law Commission .....	10
NATO Parliamentarians .....	13
International Atomic Energy Agency .....	21
The War on Narcotics .....	27
Appointments, Postings and Retirements in the Canadian Diplomatic Service .....	35
Treaty Information .....	35

# *President Frondizi in Ottawa*

IN THE first state visit ever made to Canada by an Argentine head of state, President Arturo Frondizi and Mrs. Frondizi, together with their official party, arrived at Uplands Airport, Ottawa, on the afternoon of Monday, November 27, for a four-day stay, during which they were also received in Toronto and Montreal. While they were in the capital, President and Mrs. Frondizi were the guests at Government House of Governor-General and Madame Vanier. On Tuesday, November 28, President Frondizi and Prime Minister Diefenbaker met at a private conference, which was attended also by the Secretary of State for External Affairs, Mr. Howard Green, and the Argentine Minister of External Relations and Worship, Dr. Miguel Angel Carcano. A frank and friendly discussion dealt with questions summarized in the following joint communique issued on this occasion.

## **Joint Communique**

The President of the Argentine nation, Dr. Arturo Frondizi, and the Prime Minister of Canada, the Right Honourable John G. Diefenbaker, met yesterday morning in an atmosphere of warm cordiality and gave expression to the common interests and aims of Argentina and Canada. No formal agenda had been established for this meeting and the discussions covered broad international issues as well as subjects concerning bilateral relations between the two countries.

President Frondizi expressed his deep satisfaction at being the first Argentine President to pay a state visit to Canada and welcomed this opportunity to strengthen the already close and friendly relations between the two countries. President Frondizi outlined the purpose and scope of plans now being implemented to accelerate economic development in Argentina. The Prime Minister expressed his sympathy with the programme and its objectives. President Frondizi indicated his hope that Canada could contribute to this development through the provision of technical assistance and long-term credits. The importance of Canadian private investments in Argentina was also stressed.

President Frondizi and the Prime Minister examined particularly the implications for both countries of new regional economic groupings on both sides of the Atlantic. Attention was also given to problems of international trade in agricultural commodities, which affect both countries as major grain exporters. President Frondizi indicated his desire to increase Argentine exports to Canada. It was agreed that an examination would be made of the possibilities of a mutual expansion of commercial relations, consistent with the multilateral obligations of both countries.

President Frondizi and the Prime Minister exchanged views on political and economic questions of special interest to Canada and Argentina as countries of

the Western Hemisphere. The Prime Minister reviewed the steps taken in recent years to expand Canadian relations in Latin America. President Frondizi welcomed the increased participation of Canada in inter-American affairs, particularly in view of the important political and economic role which he feels Canada should play in this area. They recognized that economic development and the elevation of living standards were the most effective means of preventing the spread of communism and foreign ideologies throughout the Americas. At the same time, they emphasized the similarity of the Canadian and Argentine positions on questions before the United Nations, which is reflected in the close co-operation between the delegations of both countries to this Organization.

Among other subjects touched upon during their informal talk, President Frondizi and Prime Minister Diefenbaker agreed that they would be happy to see increased cultural exchanges between Canada and Argentina.

In general, President Frondizi and Prime Minister Diefenbaker both held the view that a closer understanding and collaboration among the countries of the Western Hemisphere can contribute in a large measure to the preservation of representative democracy and to the maintenance of peace, which are the common goals of Canada and Argentina.



*Left to right: President Frondizi of Argentina; Mrs. Frondizi; Mrs. Diefenbaker; Prime Minister Diefenbaker.*

# *North Atlantic Treaty Organization*

MINISTERIAL MEETING, 1961

THE ANNUAL meeting of the foreign, defence and finance ministers of the 15 member countries of the North Atlantic Treaty Organization was held in Paris from December 13 to 15, 1961. Canada was represented by: the Secretary of State for External Affairs, Mr. Howard C. Green; the Minister of National Defence, Mr. Douglas S. Harkness; the Minister of Finance, Mr. Donald M. Fleming; Canada's Permanent Representative to the North Atlantic Council, Mr. Jules Leger; the Chairman, Chiefs of Staff, Air Chief Marshal F. R. Miller; and officials from the Departments of External Affairs, Finance, National Defence and Defence Production.

The general character and scope of the discussions are reflected in the communique issued at the conclusion of the meeting, the text of which follows:

## **Final Communique**

The North Atlantic Council met in Ministerial Session in Paris from December 13 to 15, 1961. A thorough examination was made of the problems confronting the Alliance. The world-wide Communist threat to freedom, the problem of relations between the North Atlantic Alliance and the Soviet bloc, in particular Berlin, were its central concern.

2. The aim of the peoples of the Atlantic Community is a stable order in which no man and no nation need fear for their existence, their liberty or their future. World peace cannot indefinitely rest on a precarious balance of mutual terror.

3. The Alliance seeks peace and disarmament. But this desire has consistently been frustrated by the Soviet bloc. The Western Powers have presented a series of plans for general and complete disarmament. The Soviet Government has, however, so far refused to accept an effective and universally applicable system of international control, without which no nation could have confidence in a disarmament agreement. It envisages only verification of the arms destroyed, while rejecting control of the arms that remain. It is still the earnest hope of the Alliance that despite previous disappointments disarmament negotiations when resumed will yield useful results.

4. On the question of the abolition of nuclear tests, the Soviet Union has argued, evaded and obstructed for over three years, and through more than 300 meetings. The Soviet Union, while professing to negotiate in good faith, must for many months past have been secretly preparing the longest series of nuclear tests yet carried out, culminating in the largest nuclear explosion yet known.

5. At the same time as the Soviet Union has been attempting to intimidate the peoples of the free world with demonstrations of its nuclear strength, it has intensified its efforts to get the whole of Berlin at its mercy, to impose a discriminatory status on Germany, to perpetuate her divided state, and to break up the Atlantic Alliance. With these ultimate aims in mind, the U.S.S.R. has artificially provoked a crisis over Berlin. Disregarding the obligations it has undertaken, the Soviet Union has cut Berlin in two. The walling-in of the people under its control has once more demonstrated to the world the real nature of the Communist system and the irresistible attraction of a free society. Ministers expressed their sympathy with all those for whom the raising of this wall in Berlin has meant the separation of families and the denial of escape to freedom in the West. They also expressed their admiration of the courage and attachment to freedom of the people of Berlin, and reiterated their conviction that a just and peaceful solution of the problem of Germany, including Berlin, must be found on the basis of self-determination.

6. In the spirit of the agreed policy of the Alliance, the Ministers recalled their communique on Berlin of December 16, 1958, and reaffirmed their determination to protect and defend the liberties of West Berlin, and ensure to its people the conditions for a free and prosperous life.

7. Established rights and obligations, solemnly confirmed in international agreements, cannot be extinguished unilaterally by the stroke of a pen — by the signature by the Soviet Government of a "peace treaty" with a regime which represents no one but its Soviet masters. The three Western Powers who bear special responsibilities for Berlin stand by their clear obligation to protect those who have put their trust in them. Acting in close co-operation with their NATO allies, they have taken the necessary measures to maintain their rights and to fulfil their obligations. Confirming their agreement on this policy, the members of the Alliance reaffirmed the responsibilities which each member state has assumed in regard to the security and welfare of Berlin and the maintenance of the position of the Three Powers in that city. They agreed to maintain close consultation on this question.

8. The Council heard statements on Berlin by the Foreign Ministers of the countries most directly concerned, and was informed of the intention to resume diplomatic contacts with the Soviet Union, in accordance with the aims which the West is pursuing for the maintenance of world peace and in the hope that these contacts might serve to determine whether a basis for negotiation could be found. Their colleagues approved the resumption of diplomatic contacts and expressed the hope that a negotiated settlement could be achieved. After full discussion of the situation, the Council agreed that the Alliance must continue on its resolute course, combining strength and firmness of purpose with a readiness to seek solutions by peaceful means.

9. Ministers noted the improvements made by member countries in their force contributions, particularly in response to the aggravation of the military

threat arising from the deterioration in the Berlin situation. Units have been reinforced and their state of readiness enhanced. A mobile task force has been established. There have been advances in co-operative programmes for defence research and production, as well as in communications and infra-structure. Ministers also noted the progress made by the Council in its study of the long-term problems of improving the deterrent and defensive strength of the Alliance. They instructed the Permanent Council to continue its examination of these urgent questions at an early date.

10. The North Atlantic Treaty Alliance threatens no one. In the world as it is today the Alliance must more than ever look to its defence, in view of the ever-increasing military capability of the Communist bloc and its manifest intention to expand its domination. So long as the Communist bloc is unwilling to agree to real disarmament, the countries of the Alliance must continue to strengthen their forces and modernize equipment so as to be able to deal with any form of attack. Only by an increased defence capability can the Alliance continue to deter Communist aggression. This will require still further dedication and effort from the NATO nations: but the clear and growing threat they face leaves no alternative.

11. In considering civil emergency planning, particularly the protection of the civilian population, the Council recognized that such measures represented an essential element in the defence effort of NATO countries.

12. In the economic field the Council noted that a mission of high-ranking personalities had been set up in conformity with a decision taken at the last Ministerial Meeting to study ways and means of assisting the efforts of Greece and Turkey to speed up their development programmes and improve the living standards of their peoples. The mission will report to the Council before the end of April, 1962.

13. Ministers emphasized the importance for member states, not only of raising the living standards of their peoples, while maintaining an economic structure capable of supporting an adequate defence system, but also of expanding aid to the developing countries. The economies of the NATO countries are far stronger now than when the Alliance was formed. Ministers stressed the need to strengthen and deepen co-operation between all member countries in order to continue this progress.

14. The next Ministerial Meeting of the Council will be held at Athens from May 3 to 5, 1962.

# *Colombo Plan Consultative Committee*

## TENTH CONFERENCE, KUALA LUMPUR

EACH year representatives of the governments that participate in the Colombo Plan meet to review progress under the Plan and to examine the tasks ahead. Last year, the "Consultative Committee of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia", as it is called, met in Kuala Lumpur, capital of the Federation of Malaya, from November 13 to 17, 1961. The Canadian delegation was headed by Mr. David Walker, Minister of Public Works. In addition to the 21 members of the Colombo Plan, observers were present from the Republic of Korea and from several international agencies concerned with economic development.

This was a particularly significant meeting of the Consultative Committee, because the year 1961 marked the tenth anniversary of the Colombo Plan. In addition to its normal annual review, therefore, the Committee also attempted to assess the effort that has been made over the past ten years through co-operative economic development under the Colombo Plan to combat poverty and raise living standards in South and Southeast Asia. The Committee had before it a report prepared in the course of a meeting of officials from the various member countries preceding the Ministerial Meeting.

### **A Decade of Development**

The tenth annual report of the Consultative Committee records a significant expansion of output in the countries of South and Southeast Asia over the past decade. The introduction of modern techniques and other measures have increased agricultural production by 12.5 per cent in the area as a whole, and the production of rice, the staple food of much of the area, has increased by 40 per cent. There have also been significant gains in industrial production in many countries of the area. Installed power capacity is 66 per cent greater than it was in 1950. There has been progress toward diversification of the economies and of the exports of the member countries. In all countries of South and Southeast Asia social services, particularly education and health, have been greatly improved. One of the most interesting developments over the decade has been the acceptance of national planning as an instrument for economic and social progress. All countries of the area now have development plans of one kind or another and all are making increasingly strenuous efforts to overcome their economic problems. This in itself is an indication of a growing awareness of the urgent need for more rapid development.

The achievements of the past ten years in the Colombo Plan area, however, have to be measured against the number of serious continuing problems. One

that figured prominently in the discussion at this year's Colombo Plan meeting was the very large increase in population. In 1950, when the Colombo Plan was first conceived, the population of South and Southeast Asia was estimated to be a little over 600 million. The results of censuses carried out in a number of member countries in the past year indicate that the population is probably now at least 750 million. The result of this unexpectedly rapid rate of population growth is that the increase in *per capita* income in the area has not kept pace with the growth of production.

### **Market Problems**

Other difficulties that have been encountered by the countries of South and Southeast Asia over the past ten years include fluctuations in world market prices of the principal export commodities, insecurity and civil strife in some countries, inflationary pressures and shortages of skilled personnel in many countries. The problem of markets and prices for the export commodities of Colombo Plan countries received more than usual attention at this meeting of the Consultative Committee. A number of countries in the region are heavily dependent on the export of one or two basic commodities, and their economies are, therefore, extremely vulnerable to changes in the world market price for those commodities. In addition, representatives of these countries pointed out to the Consultative Committee that over the past decade the prices of their exports have not risen in proportion to the general rise in the price of other goods they must import and, therefore, the terms of trade for the Southeast Asian countries have generally remained adverse.

Reviewing the co-operation between the donor members of the Colombo Plan and the recipients, the Consultative Committee noted that, since the beginning of the Colombo Plan, the financial and other assistance made available by members outside the area to countries in South and Southeast Asia totalled approximately \$10 billion. The value of aid received in 1960-61 was more than \$1,500 million. These totals do not include the contribution in capital, experience or skills provided by private enterprise or the impressive contributions made by international institutions such as the International Bank for Reconstruction and Development, the International Finance Corporation, the International Development Association and the United Nations agencies concerned with technical assistance. The Canadian contribution over the past ten years totals \$332 million.

### **Technical Co-operation**

At this meeting of the Consultative Committee special attention was given to technical co-operation between the members of the Colombo Plan. It was reported to the Committee that since 1950 training has been given under Colombo Plan arrangements to over 31,000 trainees and that the services of over 14,000 experts have been provided to countries in the area by member countries and by international agencies. An interesting feature of the report on technical as-

sistance is the increasing degree to which countries within the area are now able to provide technical assistance to other Colombo Plan countries. There are now nine countries in South and Southeast Asia listed among the donors. The Committee recommended that surveys might be undertaken by each individual country in the area of its technical assistance requirements for its development programme and that the results of such surveys might be reported to the next Consultative Committee meeting.

The Committee had before it a report on training facilities within the area that showed that there had been a considerable development of technical training institutions and that more use could be made of these institutions. While the importance of training outside the area was recognized, emphasis was placed on further use by countries in the region of specialized facilities available in the area. A number of suggestions on the further improvement and more extensive use of these facilities were commended to member governments for their consideration.

When it considered the task ahead, the Consultative Committee agreed that much remained to be done before all the members of the Colombo Plan could approach a satisfactory rate of growth that could be sustained without large-scale external assistance. It was agreed that the developing countries themselves, in co-operation with members of the Colombo Plan outside the area, would have to devote continuing vigorous attention to the problems standing in the way of economic development. In particular, as the communique issued at the end of the meeting points out, "increased attention should be given to the impact of population growth on economic development".

The Committee particularly emphasized the importance of creating in each country an environment that would encourage long-term economic growth, conditions that would enable private and public undertakings to flourish, attract outside skills and capital, encourage the adoption of new techniques and win wholehearted public support.

# *International Law Commission*

ON NOVEMBER 28, 1961, Mr. Marcel Cadieux, Deputy Under-Secretary of State for External Affairs and Legal Adviser to the Department of External Affairs, was elected to the International Law Commission by the General Assembly of the United Nations. Mr. Cadieux, who was nominated by the Governments of Australia, Canada and Britain, is the first Canadian to receive this honour. In the election, in which 42 candidates competed he received 89 of a possible 103 votes cast by the Assembly.

Under Article 10 of the statute of the International Law Commission members are elected for a five-year term and are eligible for re-election when their term has expired. While no two members of the Commission can be nationals of the same state, the statute emphasizes that, in electing members of the Commission, consideration should be given to factors other than the nationality of the candidate. The statute requires that members "should be persons of recognized competence in international law" and that "at the election the electors shall bear in mind that persons to be elected to the Commission should individually possess the qualifications required."

## **Curriculum Vitae**

Mr. Cadieux comes well equipped to serve the purposes of the Commission. He was born in Montreal, where he graduated from the University of Montreal with a licentiate in economics and political science and in law; he has also taken post-graduate studies in constitutional law at McGill University. His diplomatic career, which dates from 1941, has been comprehensive and varied. He has served abroad at several posts, including London and Paris. Since joining the Department of External Affairs he has, in his role as Legal Adviser for the Department of External Affairs, in addition to his official diplomatic duties, remained active in the field of international law and has participated in a number of international conferences. In particular, he served as vice-chairman of the Canadian delegations to the United Nations Conferences on the Law of the Sea in 1958 and 1960. Also, since 1956, he has lectured as a professor of public international law in the Law Faculty of the University of Ottawa. Besides articles in legal periodicals, he is the author of "Le Ministère des Affaires Extérieures", "Premières Armes" and "Embruns".

## **Development of Commission**

The International Law Commission was created by a General Assembly resolution in 1947 to further the codification and progressive development of international law. Originally the membership of the Commission consisted of 15 outstanding jurists. However, since 1947, its size has been enlarged on two

occasions. The first expansion took place in 1956 when the number of members was increased to 21. The second expansion took place on November 6, 1961, during the recent session of the General Assembly, at which time it was enlarged by another four seats, bringing the total number to 25. In both cases, the enlargement was necessitated by the rapid growth in United Nations membership that has taken place since 1947, when the Commission first came into existence, and which, as a result, left certain legal systems and civilizations unrepresented on the Commission. By Article 8 of the statute of the International Law Commission, it is required "that, in the Commission as a whole, representation of the main forms of civilization and principal legal systems of the world should be assured". For instance, immediately prior to the recent elections, there was no member representing either African customary law or civilizations. Consequently, it was necessary to adjust the composition of the Commission in order to accommodate these newcomers to the United Nations.

### **Accomplishment**

To a large degree, the evolution of firmly acknowledged rules of law to govern the day-to-day behaviour of the members of the international community stems from the work entrusted to the members of the International Law Commission, which is, as mentioned earlier, concerned with the codification of international law and its progressive development. At the time of its creation in 1947, the International Law Commission selected, on a provisional basis, 14 topics of international law for codification. Of these, it was decided to give priority to the following three: Law of Treaties, Arbitral Procedures, and Regime of the High Seas. Although in its first years the Commission experienced some difficulty in devoting sufficient time to its agenda because of the number of assignments referred to it by the General Assembly, during the 14 years of its existence the Commission has accomplished significant results. Out of the 14 topics included in the provisional agenda, work has been initiated on nine. Of these the Commission has completed its work on six topics and study is progressing on the remaining three, of which the Law of Treaties still has the highest priority; the others being State Responsibilities and the Law of Asylum. Of the six topics, three have been concluded by way of appropriate conventions, namely the Regime of the High Seas, the Regime of the Territorial Sea and Diplomatic Intercourse and Immunities. A draft convention has also been prepared on Consular Relations. This draft was submitted to the Legal Committee of the United Nations at the Sixteenth General Assembly which, in turn, recommended the convening of an international conference in Vienna in March 1963 to study the draft articles and formulate a convention. The remaining topics on which the Commission has completed its work are a Draft Convention on Arbitral Procedures and a Draft Convention on Statelessness.

The scope of the International Law Commission's agenda and accomplishments is indicative of the importance of these topics and its other projects. Indeed,

the foregoing by no means represent all of the projects in which the International Law Commission has been involved. For instance, in the field of international criminal law it has conducted studies on such matters as the formulation of the Nuremberg Principles, the preparation of a draft code of offences against the peace and security of mankind, the question of international criminal jurisdiction and the definition of aggression.

In an era during which relations among countries are becoming increasingly complex, it is necessary to appreciate the importance of the development of international law as a means of regulating the conduct of the members of the international community. In making this appreciation, it is not without significance for Canada that, through the representation of Mr. Cadieux, both of the Canadian legal systems will now be making a contribution to this most important aspect of international life and organization.

# *NATO Parliamentarians*

## SEVENTH ANNUAL CONFERENCE

**A**BOUT 200 members of parliament from 14 of the 15 NATO countries attended the seventh annual conference of NATO Parliamentarians at NATO headquarters from November 13 to 17. Elections in Greece prevented the formation of a Greek delegation in time to attend.

This Conference was the seventh in a series of annual meetings of the organization, which was created spontaneously by legislators of NATO member countries as a forum where they could discuss the progress of NATO in all fields. In the terms of their own statute, the Parliamentarians' Conference has as its aim "to provide an informal link between the responsible NATO authorities and the national parliaments and . . . to help to promote a common feeling of Atlantic solidarity in the various legislative assemblies". Representatives are appointed by national parliaments, not governments, and speak and act on their own responsibilities as private members. The Canadian delegation of 15 Members of Parliament and Senators was led by Mr. Louis Fortin, M.P. for Montmagny-L'Islet, and Mr. Robert S. MacLellan, M.P. for Inverness-Richmond.

The Conference followed a pattern it had developed over a number of years. On the first day, it heard addresses from a number of eminent guest speakers: M. Maurice Couve de Murville, French Foreign Minister; Mr. D. U. Stikker, Secretary-General of NATO; Mr. Elvis J. Stahr, Jr., Secretary of the Army of the United States; and General Lauris Norstad, Supreme Allied Commander for Europe. It then divided for two days into committees to deal with political, military, scientific, informational and cultural matters, and returned for two days of plenary debates on the resolutions put forward by those committees.

### **Berlin**

Berlin was naturally uppermost in the minds of the participants. The President of the Conference, Mr. Nils Langhelle, in his opening address recalled that the Sixth Conference of NATO Parliamentarians in 1960 had resolved unanimously that:

No solution can be admitted which would jeopardize the security, the freedom and the right of self-determination of democratic West Berlin and all its links and its communications with the Federal Republic of Germany.

All who spoke were agreed that the Communist threat to Berlin was not only directed at the existence of free West Berlin but that it had also two other important and concurrent aims: to consolidate the Communist East German regime and thereby to gain acceptance by the West of the Soviet domination of Eastern Europe; and to cause maximum disunity within NATO, if possible, by separating Western Germany from its allies. The view of the Conference was well expressed



*Leaders of the Canadian delegation to the NATO Parliamentarians Seventh Annual Conference: Mr. Robert S. MacLellan, M.P. (left), and Mr. Louis Fortin, M.P., President of the Canadian NATO Parliamentarians' Association.*

by Secretary-General Stikker, when he said that the slogan "Why Die for Berlin?" reminded him of the similar slogan that did so much to confuse minds and inhibit action in the fateful year of 1939 — "Why Die for Danzig?". As he put it: "If there should ever be a war over Berlin, which I do not expect, Berlin would only be the occasion, not the cause. The cause lies elsewhere. It lies in the desire of ambitious men possessed by a brutal and retrograde philosophy to impose their will on and dominate all the world."

The Conference agreed with the Secretary-General that the limits within which the West could manoeuvre and negotiate about Berlin had narrowed over the years. There could be no question of negotiating about the right of free access to West Berlin by the forces of Britain, France and the United States, of the freedom of two million people in West Berlin, or of their right to normal communications with the West.

The Conference adopted unanimously a resolution urging the North Atlantic Council to pledge its full support to the three powers in the exercise of their quadripartite rights and responsibilities with respect to all Berlin and Germany as a whole, to condemn the unnatural and illegal division of Berlin, to stand firm against new Soviet attempts to impair the rights and responsibilities of the Western

powers with respect to Berlin and to insist that the freedom and viability of West Berlin be maintained, including access by air, water or land.

### **Military Build-Up**

The most important conclusion the Conference drew from the Berlin crisis was that the NATO countries needed to strengthen their military forces not only to meet that crisis but also to prepare for similar crises created by the Communists elsewhere in the next few years. General Norstad said that he had placed before the NATO Council last summer a plan to increase the military strength of his command by greatly speeding up the time-table for achieving present goals. He had found that the fastest and most effective way of doing so was to raise the personnel and equipment levels of the existing combat units. The NATO countries had reacted promptly to his proposals. Taking ground forces as an example, the General said that, because of manning, equipment and supply deficiencies, the Central European region had until recently had an effective force of 15 or 16 divisions, though 21 divisions were assigned to it. The new commitments already made would, within the immediate future, raise the number of available divisions to approximately 25, almost all of which would be combat effective.

The Conference unanimously recommended that, before January 1962, the strength of the NATO divisions be raised to meet the requirements of the Supreme Commander and that in future this strength be maintained.

In these discussions, the military build-up was linked with questions of military strategy. The United States Secretary of the Army, Mr. Elvis J. Stahr, Jr., said that one of the major responsibilities of NATO in the event of a war in Europe would be to prevent the armies of the Soviet bloc from turning Western Europe into a devastated area under enemy control. In doing so, he said, "we will use the level of counter force clearly sufficient to halt aggression in its tracks; we will certainly use nothing less." He added that it had been the determination of the United States during the military build-up in 1961 to give themselves, in the words of President Kennedy, "a wider choice than humiliation or all-out nuclear action".

The United States forces in Europe were being increased by 40,000 trained soldiers and given increased tactical air power and more modern armour, weapons and equipment. Additional air-lift capacity was being provided, as were additional stockpiles of supplies in Europe, in order to equip the additional divisions whose personnel could be air-lifted to Europe in a matter of days. Six regular army divisions were now available in the United States in a strategic reserve that could move at once to any place on earth.

In conclusion, Secretary Stahr said that, while it was true the United States could afford to devote a greater share of its national income to defence without serious economic consequences than could some small nations, "nevertheless, the American people feel strongly that some of the nations could and should do considerably more to strengthen the common defence".

## **Military Strategy**

In the military debate there was much comment on the thesis advanced by Mr. Stahr. A number of representatives and, in particular, the rapporteur of the Political Committee, Mr. Goedhart, and Mr. John Strachey of Britain, endorsed wholeheartedly the emphasis placed on conventional forces in the United States military build-up. Mr. Strachey said "one battalion of those forces strikes me as being of far more importance than any amount of verbal denunciation of Russia." He took issue with the leader of the French delegation, M. Palewski, who had expressed the fear that, by concentration on conventional forces, the NATO countries had given the impression that they would hesitate to use every means at their disposal to repel a Communist aggression in Europe. Mr. Strachey argued that in Berlin, as elsewhere, the Communists would always take care to act well below the level of aggression at which a nuclear response from the Western side could conceivably be justified. He argued: "It is for these reasons that an over-reliance on nuclear strength to the neglect of the conventional forces far from being, as Mr. Palewski supposed, for example, a firm or strong policy, in my opinion, is a road to defeat by means of a progress of limited but successive and cumulative reverses."

For the French delegation, Senator Joël le Theule said that France, after recognizing that it was the United States that had for so long protected the alliance with its atomic striking force, was justified in developing such a force. The decision to do so, he said, was intended to support NATO and at the same time to maintain the role of France on the international scene.

## **Mobile Reserve**

The Conference heard a report from General Norstad about the mobile reserve forces he had created from among the existing units under his command. The Supreme Commander recalled that the Parliamentarians had long been urging the creation of such a "fire brigade", which could be transported rapidly to any part of the NATO area that might be menaced, and particularly to the Northern and Southern flanks. He said one of the incidental advantages of this force was that, by drawing on units from a number of NATO countries, it could lend a truly NATO flavour to an incident that otherwise might have involved only the troops of one nation. The Conference welcomed the progress made in the creation of these forces and urged that all member states should contribute to them either by providing support units or through financial assistance. The Parliamentarians also expressed their hope that mobile forces would contribute to further integration and standardization among the NATO forces. They adopted two other resolutions urging that the boundaries of the territories assigned to some of the NATO commands should be revised, that truly integrated NATO commands should be established, and that further efforts be made to obtain a higher degree of co-ordination of research development and production of weapons and equipment.

Although the emphasis of the military debate was on conventional forces, the problems raised by nuclear weapons were also discussed. The Secretary-General, Mr. Stikker, reminded the delegates that the political decision as to the employment of nuclear weapons remained principally with the United States and, to a lesser extent, with Great Britain. In the future it might lie with France also. There was no doubt that, in case of an all-out nuclear attack against the Alliance, the reply would be immediate, with the use of all weapons available. The problem under discussion was what to do in doubtful situations where some margin of time might be available for the use of the traditional decision-making processes of the NATO political authorities. The Secretary-General suggested that a certain amount of international control had already been established where two countries exercised a dual control over the use of nuclear weapons. He wondered if this approach could be developed for the whole alliance by the use of a majority of weighted votes. The Military Committee of the Conference thought the matter required careful study, and it was agreed to follow it up in the Committee, with the object of bringing it before the Eighth Conference in 1962.

### **Propaganda Warfare**

Because there was general agreement that the Berlin crisis was only part of a continuing East-West confrontation, attention was given to ways of preventing the Communists from restricting the public debate to the Berlin question. On the initiative of the French delegation, the Conference recommended that Western countries use all possible means to inform the world public and, in particular, the public of the U.S.S.R. of "the infamy of the enslavement of 20 nations and 140 million people by Soviet and Communist colonialism", and recommended that the free nations seek the inclusion of the problem of the "captive nations" on the agenda of every appropriate international conference. As means to this end, member governments were urged to press for full reciprocity behind the Iron Curtain in the free circulation of information, such as the Communists enjoy in the free world, and to link their broadcasting facilities into an international radio network that could reach even the farthest corners of the Soviet Union.

### **Atlantic Unity**

The delegates supported efforts to develop a wider awareness of Atlantic unity and urged the recognition of the vital role of such non-governmental organizations as the Atlantic Treaty Organization and the Atlantic Institute in the fields of public education and opinion. The idea of an Atlantic Institute had originated with the NATO Parliamentarians and the Conference therefore welcomed the creation of the Institute this year and the appointment of Mr. Henry Cabot Lodge as its Director General.

Another project of the Parliamentarians that received new attention was the Atlantic Convention of NATO Nations, which would be convened in Paris in January 1962. The Conference recalled that, as early as 1957, it had recom-

mended that the member governments of NATO convene a conference composed of representative citizens directed to examine exhaustively and to recommend how greater co-operation and unity of purpose within the Atlantic Community might best be developed.

### **Science and Technology**

The Conference continued to take a special interest in scientific and technical questions. (This was another field in which it had shown a lead by urging NATO activity long before the establishment of the post of Science Adviser within NATO and of the NATO Science Committee.) The Scientific and Technical Committee of the Conference expressed satisfaction with the activities to date of the Science Committee in granting scholarships, organizing high-level summer schools and conducting a scientific research programme. The Conference recommended that advantage be taken of offers by the United States to assist with NATO's programme of space research for peaceful purposes, in order to establish in the Organization a long-range weather forecast system using the data from the United States weather-satellite programme. Similarly, it urged that NATO countries take advantage of the United States offer to make available the results of their research in water desalination.

The Conference noted that a high-level working group under the Presidency of Dr. James R. Killian of the Massachusetts Institute of Technology had proposed that NATO establish at MIT an international institute of science and technology; it was agreed, however, that further study by the scientists of the NATO countries was required. In his speech, the Secretary-General had expressed hope that the Council would soon approve of such an institute.

In the Scientific and Technical debate, Mr. William G. Beech, on behalf of the Canadian delegation, proposed that the Conference study the question of the effects of radioactive fallout with a view to reaching a "definitive statement on what is the level at which the amount of radioactive material in the air becomes dangerous". The chairman of the Scientific and Technical Committee welcomed this proposal and undertook to have the Committee examine it.

### **Economic Questions**

The Parliamentarians continued to take great interest in economic questions, not only because they regarded economic warfare as one of the principal arms of the Communist offensive, but also because of the Conference's continuing support for Article 2 of the North Atlantic Treaty, which said in part: "They (the member countries) will seek to eliminate conflict in their international economic policies and will encourage economic collaboration between any or all of them". For this reason the Conference not only urged that NATO keep under review the questions of East-West trade and the Soviet economic aid and trade offensive, but also addressed resolutions to matters affecting the Organization for Economic Co-operation and Development (OECD) and the application of the United King-

dom to join the European Economic Community (Common Market). Accordingly, the Conference recommended that the OECD be asked to give special attention to the question of price stabilization of primary products, which is so essential to the prosperity of newly-developing countries. It also called on the individual NATO countries to evaluate the effects of excise taxes and duties and tariffs on the consumption of primary tropical commodities like coffee, cocoa and tobacco in order to increase the consumption of them. The Conference also urged member countries to adopt a policy through voluntary action of accepting a "fair share of imports" of manufactures from newly-developing countries and from Japan and Hong Kong.

In his opening address, the Secretary-General had referred to proposals being circulated in the United States for a "trade partnership" with the Common Market. He said it seemed clear that there was a growing recognition in the world that there were bound to be regional economic groupings and that these groupings tended to increase world trade and to strengthen their member countries. The majority of the Conference also considered that adherence of the United Kingdom to the Common Market would strengthen the cohesion and political stability of Western Europe, but also stressed that the unity of the Atlantic Community, no less than the growth of international trade, should be promoted by the pursuit of policies for expanding trade between nations, within and outside regional groupings. Special emphasis was placed on the need for "Western economic unity within the Atlantic Community".

An important Canadian initiative took place in the economic debate. Mr. Louis-Joseph Pigeon recalled the offer of Prime Minister Diefenbaker in 1959 to help NATO countries establish stock piles of wheat flour. He noted with regret that only Norway and Britain had taken advantage of the offer to establish wartime reserves. He also said that the Canadian Government had long been concerned to find ways of meeting the extraordinary needs of many under-developed countries for many foodstuffs, and urged the members of the Conference to support the establishment of a World Food Bank under the Food and Agriculture Organization. The chairman of the Economic Committee, Senator Javits, undertook to have this question examined by the Committee.

### **Status of the Conference**

On the basis of their experience, particularly in the European Parliamentary Assembly and the Council of Europe, a number of European delegates have felt that the Conference should have consultative rather than purely unofficial status in NATO. This year a proposal was made by a French Deputy that an "Assembly of the Atlantic Alliance" be established out of the NATO Parliamentarians' Conference to deal with the state of Western defence and security in light of annual reports communicated to the Assembly by the Ministerial Council of the NATO and Western European Union. The Assembly would also deal with the cohesion of the Western world and meet twice a year, once on each side of

the Atlantic. The Parliamentarians will be examining this proposal and others during the coming year, but it must be noted that there is no general agreement among them on this subject. The Secretary-General, Mr. Stikker, and some members of the British delegation expressed the view that the strength of the Conference lay in its present spontaneous and unofficial nature. They argued that the Conference would not have any real prospect of changing its influence by changing its legal status.

Whatever position the Conference may take about its status, it was clear from this Seventh Conference that these annual meetings have come to be accepted by all concerned with NATO as a useful institution. As General Norstad told the conference, "You are entitled to know where we stand; how strong we are, and to hear from responsible officers of the Alliance something of our progress as well as our problems." Being informed, he said, it was the responsibility of the Parliamentarians to influence their publics and their parliaments in order to gain the necessary support for NATO.

At the close of the Conference, the newly elected President, Senator Pietro Micara of Italy, recalled that the Conference had led the way in proposing many important developments within the Atlantic Community which were now becoming matters of fact. Among these were: the formation of the OECD, the adhesion of Great Britain to the Common Market, the establishment of a "fire brigade" mobile force under NATO, the development of a NATO science programme and, in the public sector, the establishment of an Atlantic Institute, the convening of the Atlantic Congress in 1959 and the Atlantic Convention in 1962.

# *International Atomic Energy Agency*

## FIFTH GENERAL CONFERENCE, 1961

THE FIFTH General Conference of the IAEA was attended by representatives of 70 of its 76 members as well as by observers from four non-member states — Congo (Leopoldville), Liberia, San Marino and Niger. It was held, as in previous years, in the Conference Centre of the Hofburg Palace in Vienna, from September 26 to October 6, 1961. Like the United Nations General Assembly, the Conference convened (and this was particularly noticeable during its first few days) under the shadow of the death of Dag Hammarskjold and the possible implications of his death for all the organizations of the United Nations family. As was to be demonstrated at this Conference, these implications are no less discernible in the IAEA. The traditional opening minute of silence was consecrated to Mr. Hammarskjold's memory, and most delegates, with the exception of those from countries of the Soviet bloc, paid tribute to him in their speeches in the general debate. On the day of the funeral of the late Secretary-General, the President of the Conference, Rear Admiral Quihillalt, Chairman of the Atomic Commission of Argentina, delivered a eulogy and expressed the sorrow of the Conference at his untimely death.

While the Agency's General Conference is empowered by its statute to discuss “. . . any questions or any matters within the scope of this statute or relating to the powers and functions of any organs provided for in this statute . . .”, it normally acts on recommendations made to it by the Agency's main policy-making body, the Board of Governors. The Board of Governors is a much smaller body, consisting at the moment of 23 members, which has the authority to carry out functions of the Agency and to give detailed direction to the work of the Secretariat subject to its statutory responsibilities to the General Conference, and which meets “at such times as it may determine” — in practice, about four times a year. By far the most important recommendation of the Board of Governors to this year's meeting, and the issue that dominated both the discussions and the atmosphere of the Conference, concerned the appointment of a new Director-General of the Agency.

The statute of the IAEA provides that the chief administrative officer shall be a Director-General appointed by the Board of Governors, with the approval of the General Conference, for a term of four years. Since the term of office of the Agency's first Director-General, Mr. Sterling Cole, was due to expire on November 30, 1961, it was incumbent upon the Board of Governors to submit the name of a prospective new appointee to the Fifth General Conference for its approval. At its June meeting, therefore, the Board duly appointed Dr. Sigvard Eklund of Sweden as the Agency's new Director-General and recommended this appointment to the General Conference for approval.

### **Appointment Contested**

Dr. Eklund's appointment, while it was adopted by a large majority, including both developed and developing countries, in the Board of Governors, was not unanimous, and it was clear that some members of the Board had serious objections to it. Despite the abuse which had been heaped upon him in its meetings by the representative of the Soviet Union, however, Dr. Eklund accepted the Board's appointment and agreed to its submission to the General Conference for approval. It was generally recognized before the opening of the Conference that this would be an important item on the agenda, but it was not foreseen that it would virtually overshadow all other issues and that the main opponents of the appointment would either abandon or raise in only the most perfunctory manner some of their perennial interests, in order to concentrate more completely the attention and energies of the Conference on this question.

The main opponents of Dr. Eklund's appointment included the members of the Soviet bloc as well as some African and Asian countries, in particular India. The U.S.S.R. and its satellites maintained that there had been no prior consultation about the appointment of a new Director-General and that the West was trying to impose its own candidate on the Agency. The West, the Soviets said, had already held the Director-Generalship for four years and to give it to them again for a second term would be a violation of the principle of equitable geographical representation. The West had to realize that there were three groups of powers in the world and that major international offices such as this one must be rotated among them. The Director-Generalship should go this time to the uncommitted Afro-Asian countries, which the West was determined to exclude from leadership. Executive heads of all United Nations organizations, moreover, the Soviets claimed, must be accepted unanimously, and this was not the case with Dr. Eklund.

### **Indian Objections**

India also maintained that there had been a lack of prior consultation about the appointment of the Director-General. A second major reason for the Indian opposition to Dr. Eklund's appointment was the contention that the Director-General must have the support of all countries, especially of those most advanced in the field of atomic energy. India could not, its representative declared, support a candidate who was not acceptable to both the United States and the Soviet Union. Other African and Asian representatives who opposed Dr. Eklund's appointment echoed the Soviet and Indian arguments about a lack of prior consultation and the requirement that the Director-General must have the support of both the United States and the Soviet Union, and many of them strongly pressed the claim of Africa and Asia to both greater and higher-level representation in the Secretariat.

Those delegates who supported Dr. Eklund's appointment, including the Canadian delegate, reminded the Conference that he had been appointed by an

overwhelming majority in the Board of Governors (17 votes to three, with three abstentions). They pointed out that the Board had had to choose between only two candidates, and that Dr. Eklund had been the best available man. It was desirable at this point in the Agency's development, they maintained, to appoint a scientist to the post of Director-General, and Dr. Eklund was a highly qualified and widely known scientist with considerable administrative experience.

### Canadian View

The Canadian representative (Mr. Wershof), in his statement during the debate on this question, recognized that United Nations organizations should have an increasing number of higher executives belonging to the Afro-Asian group of countries but he rejected the thesis that these countries had an absolute right to this particular post at this time. The Canadian Government, he said, would have been sympathetic to a qualified candidate from Asia or Africa, but none had been proposed. He also rejected the Soviet claim that the West had not wished to consult the U.S.S.R. on this subject. Co-operation with the U.S.S.R., Mr. Wershof said, was highly desirable, but should not involve subjection to the irrational veto of a qualified candidate.

In the end Dr. Eklund's appointment was approved by the General Conference by a vote of 46 in favour to 16 against, with five abstentions. The Soviet



Canadian delegation to the IAEA General Conference in Vienna: First row, right to left—Mr. Max Wershof, Canadian Ambassador to Switzerland, head of delegation; Mr. J. L. Gray, President, Atomic Energy of Canada Ltd.; Miss D. Burwash, Department of External Affairs; second row, right to left—Mr. K. Goldschlag, Canadian Embassy, Vienna; Mr. L. J. Wilder, Canadian Embassy, Athens; Mr. J. W. Greenwood, AECL.

delegate later indicated that his country's opposition to Dr. Eklund would be continued, and the future attitude of India towards him was still ambiguous by the end of the Conference. Dr. Eklund for his part, in his inaugural address, made it clear that he was fully aware of the extent of the opposition to his appointment and of the heavy responsibilities he was taking upon himself. He had, he said, a sincere desire to further the objectives of the Agency and he was confident that all members would work with one another and with him to fulfil the functions of the organization.

### **Other Business**

All other business of the Conference was subordinated to the appointment of the Director-General, and, apart from the usual attacks on the West by the spokesmen of the Soviet bloc, the other debates were relatively free of animosity. As was indicated earlier, so much of the attention and energies of the Conference were concentrated on the question of the Director-General that a number of perennial acrimonious disputes, such as that on Chinese representation, were disposed of very quickly. The question of inspections under the safeguards system, which both the U.S.S.R. and India had said they would raise formally at the Conference, was not raised. Nor did the Soviet bloc carry out their previous intention of asking for a review of the question of granting consultative status to the Communist-controlled World Federation of Trade Unions. The questions of disarmament and the cessation of nuclear tests, which had been expected again to take up a large part of the Conference's time, also did not come before the Conference in any formal way, although some general speeches included references to them.

As it had at previous sessions, the General Conference again this year devoted a significant proportion of its attention to questions connected with the emergence of newly-independent states in Africa. The Conference approved unanimously the application for membership submitted by the Republic of the Congo (Leopoldville), which will become the tenth African member state of the IAEA as soon as it deposits its instruments of acceptance with the Government of the United States, the depositary of the Agency's statute.

The Conference also acknowledged the importance of the increasing number of independent African member states by adopting unanimously an amendment to Article VI of the statute, raising the number of elected members of the Board of Governors from ten to 12 and assigning these two extra seats to the geographical area "Africa and the Middle East". This amendment will become operative when it has been ratified by the governments of two-thirds of the states members of the Agency. The approval by the Conference of the amendment was welcomed by most representatives of developing countries who were present, but they served notice on a number of occasions and in many ways that they were by no means content with what they had so far received, either in this respect or in assistance from the Agency. They made it clear that they would continue to press for a greater and more influential voice in directing its activities.

### **Statute Review Not Imminent**

The proposed amendment to Article VI of the statute helped a good deal to reduce pressure for a general review of the statute at the Sixth General Conference in 1962. There was broad agreement that such a general review could not usefully be carried out as early as 1962, and a resolution postponing the question until the Eighth General Conference in 1964 was adopted without a vote, despite Soviet attacks on the present statute as a reflection of the domination of the Agency by the United States and its military allies. It was clearly understood, of course, that the adoption of this resolution would not preclude any member from proposing an amendment of individual provisions of the statute at any intervening session of the General Conference.

Since this was the last appearance before a General Conference of Mr. Cole, the outgoing Director-General, he not only gave his usual review of the Agency's accomplishments during the past year but also made a number of concrete suggestions for its future organization and functioning. He mentioned in particular the need for increased financial contributions, for a review of the organization of the Secretariat and for a long-term programme for the Agency. Apart from Mr. Cole, whose statement was in a sense an introduction to the general debate, 43 delegates spoke. Many took the opportunity to describe the atomic energy programmes of their respective countries and to request additional support for these programmes. Others also stated their governments' positions on the more important issues before the Conference, made complaints and offered suggestions about some of the Agency's activities.

Among the more specific suggestions made during this debate was a proposal that the Agency (rather than the United Nations itself) should be principally responsible for the planned Third International Conference on the Peaceful Uses of Atomic Energy, i.e., the third big "Geneva Conference" of scientists. Several delegates suggested that the Agency was perhaps attempting to organize so many scientific seminars and symposia that their results were not sufficiently productive, and there were a number of references to the need for concentration on research in the field of radioisotopes. The British representative, while supporting in principle the proposal to adopt a long-term programme, pointed out that this would necessitate a reorganization of the Agency's method of financing and served notice that his country intended to suggest some time in the future an amendment of the statute which would effect such a reorganization.

### **Problems of Finance**

The question of financing is of course a basic determinant of the activities possible for the Agency. At present it has two separate and distinct budgets. The first of these, the "regular" budget, covers all of the regular expenses of running the Agency as well as expenses incurred in activities which are regarded as serving the interests of the membership of the Agency as a whole. It is raised by proportional assessments levied on all members and amounts, for the year 1962,

to \$6,261,000. Canada's assessment is \$157,943. In addition, there is an "operational" budget, which includes technical-assistance projects, fellowships, research and laboratory expenses, etc. This budget amounts to \$2,055,000 for the year 1962 and this sum, according to the statute, must be raised by voluntary contributions. On the basis of past experience, it is most unlikely that this target will be met, which means that the operational programme of the Agency will probably have to be curtailed.

At this year's General Conference, as has been noted above, the need for an improvement of the Agency's method of financing its activities was discussed, and this is a matter which is likely to be pursued. As a start, however, a resolution inviting member states to make voluntary contributions to the operational budget for 1962 and succeeding years in amounts of at least the same percentages of the target for each year as their assessed contributions to the regular budget was adopted by a substantial majority. In line with the adoption of this resolution a number of countries, including Canada, pledged voluntary contributions to the 1962 operational budget equal to the percentages of their assessed contributions to the regular budget. Canada's pledge to contribute \$57,000, subject to Parliamentary authority, was a pledge, in round figures, of the equivalent of 2.87 per cent of the operational budget.

The final impression left with the Canadian delegation to this Fifth General Conference of the IAEA was that, all in all, the Agency would continue to play an important role in the development of the peaceful uses of atomic energy. It was evident that many of the developing countries — particularly those in Africa — were genuinely eager for guidance and assistance in developing the practical uses of nuclear energy, which seemed to them to be as much the key to the new age of industrialization as steam was to the first. By providing that guidance and assistance, by continuing to perform its less spectacular functions in the fields of research and regulation, and by carrying on its studies of the technical and economic aspects of nuclear power, the Agency is, in fact, giving effect to the mandate enjoined upon it by its statute, which is to "seek to accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world".

# *The War on Narcotics*

## CANADA RATIFIES SINGLE CONVENTION

ON MARCH 30, 1961, at United Nations headquarters in New York, a new multilateral treaty for the control of narcotic drugs was opened for signature until August 1, 1961. Canada and 63 other countries signed the instrument, the "Single Convention on Narcotic Drugs, 1961", which codifies provisions in the field of narcotic drugs. When it comes into force it will replace eight existing multilateral treaties on the subject concluded between 1912 and 1953. Though Canada has signed only six of these eight treaties, it is a signatory to all existing conventions for the international control of narcotics. On August 31, 1961, Mr. Howard Green, Secretary of State for External Affairs, signed the formal instrument of ratification for Canada. When this instrument was deposited with the United Nations Secretariat on October 11, 1961, Canada became the first country to ratify the Single Convention. Canadian ratification was, for Canada, the final step in 15 years of work towards a new treaty, which, by replacing existing treaties with a single instrument, would simplify and improve the mechanism for the control of narcotic drugs.

### **Previous Narcotic Treaties**

The Single Convention, when it comes into force, will replace the following treaties:

- (1) International Opium Convention, signed at The Hague, January 23, 1912. (Ratified for Canada by the United Kingdom on December 17, 1912.)
- (2) Agreement Concerning the Manufacture of, International Trade in and Use of Prepared Opium, signed at Geneva, February 11, 1925. (Canada is not a party.)
- (3) International Convention Relating to Dangerous Drugs, signed at Geneva, February 19, 1925. (Ratified by Canada on June 27, 1928.)
- (4) Agreement Concerning the Suppression of Opium Smoking, signed at Bangkok, November 27, 1931. (Canada is not a party.)
- (5) International Convention for Limiting the Manufacture and Regulating Distribution of Narcotic Drugs, signed at Geneva, July 13, 1931. (Ratified by Canada on October 17, 1932.)
- (6) International Convention for the Suppression of Illicit Traffic in Dangerous Drugs, signed at Geneva, June 26, 1936 (terminated by the Single Convention except as amended by the Protocol of December 11, 1946). (Ratified by Canada on September 27, 1938.)

- (7) Protocol Amending the Agreements, Conventions and Protocols on Narcotic Drugs Concluded at The Hague, January 23, 1912, at Geneva, February 11 and 19, 1925, and July 13, 1931, at Bangkok, November 27, 1931, and at Geneva, June 26, 1936, signed at Lake Success, December 11, 1946. (Signed by Canada on December 11, 1946.)
- (8) Protocol Bringing Under International Control Drugs Outside the Scope of the Convention of July 13, 1931, signed at Paris, November 19, 1948. (Signed by Canada on November 19, 1948.)
- (9) Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in and Use of Opium, signed at New York, June 23, 1953. (Ratified by Canada on May 7, 1954.)

These treaties represent virtually half a century of collective efforts by governments, supported by enlightened and mounting public opinion, to eliminate the misuse of addiction-producing substances. Before 1946, the international control of narcotic drugs rested with individual governments, international organizations established by the above treaties, and the League of Nations.

### **Development of Single Convention**

During the first part of the first session of the United Nations General Assembly, the United Kingdom representative expressed the opinion that the existing machinery of international control could be simplified. The Economic and Social Council (ECOSOC) established a 15-member Commission on Narcotic Drugs by its resolutions of February 16 and 18, 1946. The Narcotics Commission held its first meeting at Lake Success, New York, from November 27 to December 13, 1946, and noted that the international machinery for narcotics control had not only weathered the storm created by the Second World War, but was already being revived in an even more effective manner under the aegis of the United Nations. One of the first acts of the Commission was to open for signature a protocol that amended the agreements, conventions and protocols of 1912, 1925, 1931 and 1936. This protocol, signed on December 11, 1946, by Canada and 35 other countries, authorized the Secretary-General of the United Nations to perform the duties previously discharged by the Secretary-General of the League of Nations.

At the third session of the Commission on Narcotic Drugs (May 3-22, 1948), a United States draft resolution was adopted that requested the Secretary-General to begin work on the drafting of a single convention for the control of narcotic drugs. This was subsequently adopted by ECOSOC as Resolution 159 IID (IX). During its fourth session the Commission considered the problems that would be involved in reaching agreement on a single convention. These problems stemmed from (a) the need first to reach agreement on a treaty that would limit the production of raw materials (opium); (b) the loopholes, gaps, inconsistencies, obsolescence and duplication in the existing international control mechanism;

(c) the need to devise a control system flexible enough to adapt to the changing conditions created by discoveries in chemistry and pharmacology (i.e., synthetic drugs); (d) the need to simplify and improve the machinery of control of narcotic drugs; (e) the necessity of providing workable definitions and (f) the need to agree on the scope and constitutionality of a new treaty. As a start on its long-term programme of devising a single convention, the Commission requested the Secretary-General to produce a skeleton draft of a single convention based on principles agreed to at the Commission's fourth session, and to circulate it to governments before January 1950. This draft and governments' observations on it would then be considered at the Commission's fifth session. This proposal was adopted by ECOSOC Resolution 246 D (IX).

The Secretariat presented the first draft (E/CN.7/AC.3/3 and Corr.1) of the single convention to the Commission at its fifth session (December 1-15, 1950). During the next nine years the Commission devoted significant portions of its fifth to thirteenth sessions to the drafting of the new treaty. Work proceeded somewhat slowly owing to the failure of some governments to submit promptly their observations on drafts and the difficulty of reaching agreement on complex provisions dealing with such questions as the constitutionality of the control mechanism, mandatory prohibition, mandatory use of international non-proprietary names, estimates of harvests and areas of cultivation, control of the production of poppy straw, limitations on the number of producers for export, enforcement measures, penal provisions, treatment of drug addicts, amendment and reservation clauses and the overlapping of functions of the control organs. At its seventh session, the Commission approved Sections 2 to 13, which had been revised by a drafting committee composed of the representatives of France, India, the Netherlands and Yugoslavia. In 1953, the Commission's work was aided by the signing of the 1953 Opium Protocol, which contained provisions for the limitation of production of raw opium, since it was then possible to incorporate these provisions into the draft single convention.

A second draft (E/CN.7/AC.3/7 and Corr.1) was presented to the Commission at its eleventh session (April 23-May 18, 1956) in Geneva. This draft served as a basis for discussions at the eleventh to fourteenth sessions. In its consideration of this draft during 1956-59, the Commission reviewed the draft paragraph by paragraph but avoided reconsidering questions of principle unless variants existed. During the twelfth and thirteenth sessions, the Commission relied heavily on a Drafting Committee, composed of Canada, Hungary and India, under the Chairmanship of the Alternate Canadian Representative, Mr. R. E. Curran, of the Department of National Health and Welfare. This Committee provided revised texts of articles subsequently discussed and adopted by the Commission as the third draft (E/CN.7/AC.3/9 and Add.1). At its fourteenth session the Narcotics Commission tentatively scheduled the holding of a plenipotentiary conference in Geneva in the fall of 1960 to consider the third draft. This conference was postponed because of the failure of some governments to

submit their observations on the draft (only nine governments had replied by the deadline, October 1, 1959). At its fifteenth session the Commission noted that ECOSOC Resolution 689 (XVI) called for the convening of a United Nations Conference for the Adoption of a Single Conference on Narcotic Drugs at headquarters from January 24 to March 25, 1961.

### **Conference for Adoption of Convention**

The aim of the plenipotentiary conference was to adopt, and open for signature, a draft single convention which would replace the eight existing multilateral treaties in the field of narcotics control and to make provision for the control of the production of raw materials. The conference had before it the third draft of the proposed treaty and a compilation of comments submitted on it.

Under the terms of the Economic and Social Council resolution, the following states and agencies were invited to participate in the Conference for the Adoption of a Single Convention: (1) all United Nations members and members of the Specialized Agencies and the International Atomic Energy Agency; (2) the World Health Organization and other Specialized Agencies interested in the matter; (3) the Permanent Central Opium Board and the Drug Supervisory Body; and (4) the International Criminal Police Organization.

Representatives of 73 countries and one observer participated in the conference's work. Represented without the right of vote were the Permanent Central Opium Board and the Drug Supervisory Body, several Specialized Agencies and non-governmental organizations. The conference was also attended in a personal capacity by the Director of the Permanent Anti-Narcotics Bureau of the League of Arab States.

The conference unanimously elected Dr. C. W. A. Schurmann of the Netherlands as President, and, by a secret ballot, 18 vice-presidents, as follows: Afghanistan, Brazil, Dahomey, France, Hungary, India, Iran, Japan, Mexico, Pakistan, Peru, Switzerland, Thailand, Turkey, the U.S.S.R., the United Arab Republic, the United Kingdom and the United States. The study of technical provisions of the treaty, especially the schedules and the "definitions", was assigned to a 23-member technical (scientific) committee of which Canada was a member. The formulation of the Convention in legal terms was entrusted to a 15-member drafting committee under the chairmanship of the head of the Canadian Delegation, Mr. R. E. Curran. Mr. Curran was well suited for this post because of his earlier work as Chairman of the Commission's Drafting Committee at its twelfth and thirteenth sessions, and because of his familiarity with the draft convention.

Canada was a member of several *ad hoc* working groups and, in general, played a major role both at the conference and at earlier sessions of the Commission. Since Canada was already a party to most of the existing treaties, it could have adopted without difficulty the third draft of the convention. This enabled the Canadian Delegation to participate actively in working out texts acceptable

to virtually all states. Canada's major objectives were the adoption of a new multilateral instrument which would be acceptable to as many states as possible, would be a simplified and yet effective treaty, would lead to the further control of the production of and trade in narcotic drugs and would create a more flexible and efficient control system.

The conference completed its work on March 25, 1961, by adopting the text of the Convention as a whole by a vote of 46 in favour, none against, with eight abstentions. The Soviet bloc abstained on the grounds that "some states" were prevented under Article 48 from acceding to the convention and that many articles referred improperly to the Secretary-General. The final act of the conference (a formal statement of the facts of the session) was approved by 50 votes in favour, none against, with one abstention.

For the sake of universality, the provisions of the new treaty have been formulated in such a way as to make acceptance possible for all states, regardless of their political and judicial systems and the level of their economic, social and cultural development. However, the fundamental principles of the drug-control system — limiting the use of narcotic drugs to medical and scientific purposes only — remain the same as those incorporated in the 1912 Hague Convention and subsequently in the other multilateral agreements in the field.

The principles in the quantitative control of drugs, based on the system of estimates and statistics enacted by the Geneva conventions of 1925 and 1931, have been incorporated with modifications.

### **International Control Machinery**

The Convention entrusted the United Nations and some of its organs with certain functions because of United Nations competence in the international control of drugs. The 15-member Commission on Narcotic Drugs, one of ECOSOC's functional commissions, will continue to act as the main political and legislative body of the control system. All the Commission's decisions and recommendations, concerning the provisions of the Convention, are subject to approval and modification by the Council or the General Assembly in the same manner as the Commission's other decisions and recommendations.

The machinery for administering quantitative control has been simplified by combining the functions of the Permanent Central Opium Board (PCOB) and the Drug Supervisory Body. These two technical bodies, which have quasi-judicial power, will be replaced by the newly-created International Narcotics Control Board (INCB). The new Board will be composed of 11 members of ECOSOC in the following manner: (a) three members from a list of at least five persons nominated by the World Health Organization; and (b) eight members from a list of persons nominated by the members of the United Nations and by parties not United Nations members. The term of office of the Board members will be three years, and they will be eligible for re-election. The members will serve in their personal capacity as technical experts — rather than as representatives of

their respective governments. The United Nations Secretary-General will provide the Secretariat for both the INCB and the Commission. As a result of a recent ECOSOC decision, the membership of the Narcotics Commission is to be increased from 15 to 21.

### **Poppy, Coca and Cannabis**

The treaty calls for national control measures to limit the areas of cultivation of the opium poppy (from which heroin is derived) and for the licensing of cultivators. The government agency in charge of implementing these control provisions must purchase and take physical possession of the crops as soon as possible. The Convention also contains provisions for the regulation of international trade in opium and includes conditions under which a country may produce opium for export. (These provisions constituted one of the major achievements at the Conference in that they were an acceptable compromise to overcome the problems which some countries found in the 1953 Protocol.) Regarding poppy straw, the Convention provides for all measures necessary to ensure the control of drugs manufactured therefrom and the application of the system of import certificates and export authorization as applied to international trade in drugs.

The uprooting of wild coca bushes and the destruction of the illegal cultivated plants is called for by the treaty. Any country which legally permits the cultivation of the coca bush is to apply, to the bush and to its leaves, the controls which are provided for the opium poppy. The coca bush is the source of coca leaves (from which cocaine is derived, and which are chewed by the inhabitants of some countries as a means of inhibiting hunger pangs).

The Convention does not apply to the cultivation of the cannabis plant when it is cultivated exclusively for industrial (fibre and seeds) and horticultural purposes. However, when the plant's cultivation is permitted for the production of cannabis resin, controls similar to those applied for the opium poppy are to be introduced. The cannabis plant is the source of drugs and preparations such as marijuana, Indian hemp, hashish and maconha.

### **Manufacture and Trade**

Parties to the Convention pledge themselves to adopt certain legislative and administrative measures to control the manufacture and distribution of, and domestic trade in, drugs. These measures include controls over persons and enterprises engaged in manufacturing drugs and the licensing of such establishments and premises. Similar measures are to be applied in respect to individuals and enterprises engaged in the trade in or distribution of drugs. Regarding international trade, the Convention adopted the system of import and export authorization which was implemented by the Geneva Convention of 1925.

The Convention calls on parties to give particular attention to the medical treatment, care and rehabilitation of drug addicts. It also recommends that, when

economic resources permit, countries that have a serious problem of drug addiction should provide adequate facilities for the treatment of drug addicts. While Canada is not regarded as having a serious problem of addiction, the Canadian Government introduced in both Houses of Parliament on January 24, 1961, a proposal concerning illicit traffic and drug addiction. In June 1961, the Canadian Parliament adopted legislation that makes provision for the establishment of institutions where new methods of treatment can be employed and makes more meaningful and effective the penalties for offenders who are found guilty of engaging in the drug traffic.

As a preventative measure against drug addiction, the Convention stipulates that countries should attempt to prohibit the cultivation of the opium poppy and the cannabis plant. This prohibition is to be attempted when it is thought to be the most suitable measure for preventing the diversion of opium and cannabis resin into illicit traffic or is thought to be the best way of protecting public health and welfare.

### **Illicit Traffic**

As one of its general principles, the Convention states that it is the duty of countries to assist each other and to co-operate with competent international organs of which they are members in the fight against illicit international traffic. Regarding penal provisions, the Convention calls for the enactment of legislation to ensure that certain actions in the field of narcotics will be punishable offences when committed intentionally and that serious offences will be subject to punishment by imprisonment and makes certain recommendations for the guidance of countries in the legislative action to be taken within the framework of its constitution and legal system. The penal clauses are therefore designed not only to secure the widest possible co-operation between countries at the practical working level but to ensure that international narcotic traffickers cannot escape punishment because of technical loopholes and differences in national legislation. Drugs and equipment which are deemed to be intended for illegal use are to be seized and confiscated. Some of the penal provisions and treatments specifying the obligations of states to co-operate in the battle against international drug criminals are based on sections of the 1936 Convention. Since the 1936 Convention contained some provisions regarding the apprehension and prosecution of drug criminals, it was agreed that these provisions should remain in force with respect to those countries which ratified that convention. This is a major reason why only certain portions of the 1936 Convention are to be terminated when the Single Convention comes into force.

### **Changes in Scope of Control**

The Convention set up, in an annex, four schedules that list various narcotic substances. Each list provides a different regime of control. These schedules are organized so that each list is set up according to the degree to which narcotic

substances are likely to be abused and to which there is a risk to public health. For example, Schedule IV lists drugs possessing particularly dangerous qualities and calls for the adoption of special control measures.

The treaty recommends that the use of such drugs be discontinued whenever the prevailing conditions render this step the most appropriate means of protecting the public. The Commission on Narcotic Drugs may change the control regime with respect to a drug on the recommendation of the World Health Organization (WHO).

The Convention also contains provisions, based on the 1948 Protocol, regarding procedures pertaining to a substance not already in Schedule I or II, including the provisional application of control measures pending a final decision by the Commission on the nature of the drug in question. The present role of WHO in determining the properties of a new drug has been retained.

## **APPOINTMENTS, POSTINGS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE**

Miss B. M. Meagher, Canadian Ambassador to Israel, appointed Canadian Ambassador to Austria. Left Tel Aviv December 1, 1961.

Mr. J. A. Irwin posted from the Canadian Embassy, Cairo, to the Imperial Defence College, London. Left Cairo December 1, 1961.

Mr. J. Montpetit posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow December 3, 1961.

Mr. L. H. Amyot posted from the Office of the High Commissioner for Canada, Canberra, to the Office of the High Commissioner for Canada, New Delhi. Left Canberra December 6, 1961.

Mr. E. G. Drake posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur. Left Ottawa December 7, 1961.

Mr. C. E. Bourbonniere posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa. Left Paris December 19, 1961.

Mr. J. D. L. Rose posted from Ottawa to the Office of the High Commissioner for Canada, Lagos. Left Ottawa December 29, 1961.

---

## **TREATY INFORMATION**

### **Current Action**

#### **Bilateral**

##### **Ghana**

Technical assistance agreement on military training between the Government of Canada and the Government of the Republic of Ghana.

Signed at Accra January 8, 1962.

Entered into force January 8, 1962.

##### **Italy**

Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the command of the RCAF in Italy.

Signed at Rome December 18, 1961.

Entered into force December 18, 1961.

##### **Mexico**

Air services agreement between the Government of Canada and the Government of the United Mexican States.

Signed at Mexico December 21, 1961.

Provisionally in force December 21, 1961.

#### **Multilateral**

Declaration of understanding regarding the International Convention for the Northwest Atlantic Fisheries. Done at Washington April 24, 1961. Canada's instrument of acceptance deposited September 15, 1961.

Arrangements regarding international trade in cotton textile.

Done at Geneva July 21, 1961.

Accepted by Canada September 22, 1961.

Entered into force October 1, 1961.

Single Convention on Narcotic Drugs. Done at United Nations,  
New York, March 30, 1961.

Signed by Canada March 30, 1961.

Canada's Instrument of Ratification deposited  
October 11, 1961.

Agreement to supplement the agreement between the parties to the North Atlantic Treaty  
regarding the status of their forces with respect to foreign forces stationed in the  
Federal Republic of Germany, with a protocol of signature.

Done in Bonn, August 3, 1959.

Signed by Canada August 3, 1959.

Canada's Instrument of Ratification  
deposited December 11, 1961.

Agreement to implement Paragraph 5 of Article 45 of the agreement to supplement the  
agreement between the parties to the North Atlantic Treaty regarding the status of their  
forces with respect to foreign forces stationed in the Federal Republic of Germany.

Done in Bonn August 3, 1959.

Signed by Canada August 3, 1959.

Canada's Instrument of Ratification  
deposited December 11, 1961.

# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of External Affairs as the source would be appreciated.

Subscription rates: One dollar a year

(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,  
Ottawa

Vol. XIV No. 2

## Contents

February 1962

United Nations General Assembly .....	38
Canada-U.S. Economic Talks .....	59
Tanganyika Becomes a Free Nation .....	62
Visit of New Zealand Cabinet Minister .....	67
Commonwealth Parliamentary Association .....	71
Canada's Defence College .....	73
External Affairs in Parliament	
Second Commonwealth Educational Conference .....	76
Arms for Portugal .....	77
Diplomatic Relations with Tanganyika .....	77
Trade with Cuba .....	78
Closing of UN Training Centre .....	79
Appointments, Postings and Resignations in the Canadian Diplomatic Service .....	80
Treaty Information .....	80

# *United Nations General Assembly*

## SIXTEENTH SESSION — FINAL REPORT\*

DURING the course of the session, the Assembly succeeded in dealing with most of the items on the heaviest agenda (96 items) of its history. Despite earlier fears that the worsening international climate would hamper constructive action by the Assembly, the members showed a surprising degree of unanimity on many of the resolutions adopted. Most significant, perhaps, was the unanimous appointment of an interim replacement for the late Secretary-General Dag Hammarskjold, whose tragic death on the eve of the session created uncertainty and concern about the future of the United Nations.

The appointment of U Thant on November 3 as Acting Secretary-General reflected the determination of members to maintain the effectiveness of the organization. In keeping with this spirit, the new Secretary-General immediately began the difficult task of directing the United Nations operations in the Congo and dealing with the financial crisis facing the United Nations.

As the session progressed, the atmosphere of tension created by the Berlin crisis and the resumption of nuclear-weapons testing in the atmosphere by the Soviet Union abated as Assembly opinion was brought to bear on these and other issues. While there was no item on the Berlin problem, delegations were able in the general debate to express their concern. Anxiety over the dangers to peace and the health of mankind led the Assembly to give priority to those items dealing with disarmament, nuclear-weapons testing and radiation hazards. The Canadian Delegation played a leading role in focusing attention on these problems and in working for urgent Assembly action. It was with particular satisfaction that Canada welcomed the agreement by the United States, the United Kingdom and the Soviet Union to resume the Geneva talks on the cessation of nuclear-weapons testing and the agreement reached to resume disarmament negotiations in a new 18-member Disarmament Committee.

Among the important decisions taken by the Assembly at this session, those relating to radiation hazards and outer space, which Canada actively promoted, have far-reaching significance. One of these placed firmly on record the Assembly's view that the principles of international law and the concern for the future of mankind imposed responsibilities on any state whose actions could have harmful biological consequences for existing and future generations in other states by increasing the levels of radioactive fallout. Another decision endorsed the principles that international law, including the United Nations Charter, applied to outer space and celestial bodies and that these were not subject to national appropriation.

\*The first and second months of the session were reported on in the November issue of the *Bulletin* (p. 370) and the December issue (p. 411).

Of direct interest to the developing countries were the decisions taken to improve their social and economic conditions. Besides lending its support to resolutions proposing action in these areas, Canada devoted its efforts at the session to working out agreement on a \$100-million World Food Programme designed to help meet the needs of hungry peoples.

Sentiment continued to run strong in the United Nations about colonial issues and the intensification in recent years of racial discrimination. Portugal and South Africa, in particular, came in for severe criticism. Nevertheless, extreme proposals advocated by some members failed to gain general support. On the whole, the Assembly gave its approval to more moderate proposals designed to ensure the implementation of the Assembly's 1960 Declaration on the Granting of Independence to Colonial Countries and Peoples, to improve the condition of the peoples in non-self-governing territories and to eliminate racial discrimination.

The Assembly was faced with a number of important issues bearing directly on the functioning of the United Nations. It gave consideration to the problem of re-organizing the Secretariat to meet the pressures for representation that had developed with the rapid increase in the membership of the organization. While no major decisions were taken, the views expressed will assist the new Acting Secretary-General in formulating his own views, which he has been requested to present at the seventeenth session.

More crucial was the question of financing, which has become a source of friction among member states, mainly because some members have failed or refused to pay their assessed share of the costs of keeping the peace. The Assembly took extraordinary steps to deal with this problem. It authorized the Secretary-General to issue bonds in the amount of \$200 million and to use the proceeds for meeting its financial obligations. Canada, which co-sponsored the resolution embodying this proposal, also actively promoted another resolution seeking an advisory opinion from the International Court of Justice on the question of the legal obligations of members to contribute to the costs of the United Nations operations in the Middle East and the Congo.

A political issue of major importance to the organization was the representation of China at the United Nations. The Assembly's decision, taken after the first substantive debate on the question since 1950, that any change in the representation of China required a two-thirds majority resulted in the defeat of attempts to seat the representatives of the People's Republic of China at the sixteenth session.

### **The Final Month of the Session**

On December 14, the Assembly unanimously approved the admission of Tanganyika, a former United Nations trust territory under United Kingdom administration, which had attained independence on December 9, 1961, as the 104th member of the United Nations. Canada joined with 29 other members in co-sponsoring the resolution calling for Tanganyika's admission. Earlier in the ses-

sion, Sierra Leone, Outer Mongolia and Mauritania were admitted and Syria resumed the seat it had occupied before the creation of the United Arab Republic.

The Assembly also concluded its elections to the Security Council, which had become deadlocked over the third non-permanent seat. In an effort to break the deadlock, it was agreed that Roumania would fill the seat in 1962 and then resign at the end of the year in favour of the Philippines, which would be elected for 1963. Earlier in the session, Venezuela and Ghana were elected to the other two non-permanent seats being vacated and Ireland was elected for 1962 to complete the term of Liberia, under an arrangement agreed to at the fifteenth session.

The Assembly elected members of the International Law Commission, which it had previously decided to increase from 21 to 25. During these elections a Canadian, Mr. Marcel Cadieux, Deputy Under-Secretary of State for External Affairs, was chosen by an overwhelming majority from among the 42 candidates nominated. Members of the Commission serve in their individual capacity and not as representatives of their governments.

### **Debates on Colonialism and African Independence**

Two major issues were debated in plenary without prior reference to any committee — colonialism and Chinese representation. On the question of colonialism, the Assembly considered the implementation of its 1960 Declaration on the Granting of Independence to Colonial Countries and Peoples, and a United Nations Programme for African Independence. Members gave little support to the Soviet Union's attempts to set an unrealistic target date (1962) for the "unconditional liquidation" of colonialism, and the Soviet draft resolution embodying this proposal was not pressed to a vote. Instead, the Assembly adopted an African-Asian resolution establishing a 17-member committee to make recommendations on the application of the Declaration on Colonialism. The committee, which is to be the Assembly's principal subsidiary organ concerned with the implementation of the Declaration, is authorized to meet outside United Nations headquarters and is requested to report to the seventeenth session. Canada gave its support to this resolution, which was unanimously adopted, with only France, South Africa, Spain and the United Kingdom abstaining.

All other draft resolutions submitted during the course of the colonial debate either failed to obtain the necessary two-thirds majority or were not pressed to a vote. These included a draft resolution proposed by the Netherlands calling for the establishment of a special United Nations commission to inquire into conditions in West New Guinea and, in effect, make the United Nations responsible for the future of the territory consistent with the rights of the inhabitants to self-determination. This resolution was not pressed to a vote since sufficient support for it could not be found. A draft resolution on West New Guinea sponsored by India and five other countries was presented calling for negotiation between the Netherlands and Indonesia under the auspices of the President of the Assembly, but this resolution, on which Canada abstained, was defeated. A third compromise

draft resolution, which, among other things, urged the two parties to negotiate, was presented by the Brazzaville group of countries. This draft, which Canada supported, also failed to achieve the necessary two-thirds majority.

The problem of African independence was given special attention in a draft resolution co-sponsored by Nigeria and Liberia which proposed 1970 as the target date for the independence of all African territories. This resolution was not pressed to a vote. Nigeria, however, asked that the question be taken up again at the next session of the Assembly.

### **Representation of China**

The General Assembly next turned to the question of Chinese representation in the United Nations. For the first time since the issue was originally considered by the General Assembly in 1950 a full-scale debate was held. At every session since 1950, procedural resolutions had been adopted which prevented both substantive discussion of the question and any move to replace the representatives of the Government of the Republic of China (Formosa) by the representatives of the Government of the People's Republic of China (Peking). The latter procedure — known as the moratorium — received steadily decreasing support with succeeding years and was abandoned at the sixteenth session. Two agenda items on the question were requested by New Zealand and the Soviet Union and approved by the General (Steering) Committee.

When the debate opened, two resolutions were before the Assembly, one submitted by the Soviet Union, which called for the expulsion of representatives of the Government of the Republic of China and their replacement in the United Nations and all its organs by representatives of the People's Republic of China, the other by Australia, Colombia, Italy, Japan and the United States, requesting a decision that any proposal to change the representation of China would be regarded as an "important" question under the United Nations Charter, thereby requiring a two-thirds majority vote for a decision. Because the Soviet resolution was generally regarded as being stated in objectionable terms, Cambodia, Ceylon and Indonesia introduced an amendment to it designed to replace the worst of the offending terminology with a simple decision to seat Communist Chinese representatives in the United Nations and all its organs.

At the conclusion of the debate, voting priority was obtained for the five-power resolution and, in the ensuing vote, it achieved more than the necessary simple majority in a vote of 61 in favour (including Canada), 34 against, with 7 abstentions, which meant that the Soviet resolution and its amendment then required two-thirds majorities to pass. In the event, both the original Soviet resolution and the three-power amendment to it were lost because they not only failed to obtain the support of two-thirds of the votes cast, but failed even to attract a simple majority. The vote on the Soviet draft resolution was 37 in favour, 48 against (including Canada), with 19 abstentions.

In his statement, the Canadian Representative declared Canada's readiness to consider carefully any proposal to settle equitably the question of Chinese representation. He added, however, "believing that the people of Formosa have a clear and inalienable right to decide their own future, we cannot for a moment agree that there is any justice or reason in the claim made by the Government of Peking that they can impose, as a condition of their own representation, denial of the representation of the people of Formosa." As regards the Soviet draft resolution, the Canadian Representative announced that his Delegation would vote against it, since it attempted to prejudice the issue by speaking of the restoration of rights which most members of the United Nations had never agreed existed.

On the procedural question of the voting majority required by any proposal to change the representation of China, the Canadian Representative supported the resolution declaring such proposals "important". He pointed out that any question that had remained unresolved for 12 years and that concerned the competing claims to representation in the United Nations of hundreds of millions of people and, in the final analysis, the effective functioning of the United Nations itself was obviously important.

### **Hungary and Tibet**

The General Assembly again dealt with the question of Tibet and Hungary. By a vote of 56 in favour (including Canada), 11 against (Soviet bloc), with 2 abstentions, it adopted a resolution reaffirming its conviction that respect for the principles of the Charter and of the Universal Declaration of Human Rights was essential for the evolution of a peaceful world order based on the rule of law. It renewed its call for the cessation of practices that deprived the Tibetan people of their fundamental human rights and freedoms, including the right of self-determination. This item was first considered by the Assembly at its fourteenth session, when it condemned the Chinese Communist actions in Tibet as a violation of human rights.

On the question of Hungary, which has been the subject of General Assembly resolutions since the Hungarian revolt in November 1956, the Assembly once more adopted a resolution deplored the continued disregard by the Soviet Union and the present Hungarian regime of its resolutions concerning the situation in Hungary. The resolution was adopted by a vote of 49 in favour (including Canada), 17 against (mainly Soviet bloc), with 32 abstentions.

On the recommendation of the General Committee, the Assembly decided to conclude the first part of its sixteenth session on December 20 and to resume the session on January 15, 1962, to consider the situation in Angola and the future of Ruanda-Urundi. The Assembly also decided to leave on its agenda for the resumed session the Cuban complaint against the United States, which could not be discussed by the First Committee because of lack of time. At the request of the Fourth Committee, the Assembly agreed to continue discussion of its item on

information from non-self-governing territories at its resumed session, under which two draft resolutions, one concerning British Guiana and the other Southern Rhodesia, remained to be considered.

The Assembly further took note of a draft resolution sponsored by Afghanistan, Ghana, India and Nepal to designate 1963 as a "United Nations Year for International Co-operation", but decided to defer consideration of this question, originally proposed by the Indian Delegation, to the seventeenth session. It also agreed that an item entitled "Organization of Peace", proposed in the final days of the session by Honduras, should be placed on the provisional agenda of the seventeenth session.

### **First Committee**

As reported in the December *Bulletin*, the Assembly had approved a number of resolutions on the problem of nuclear testing recommended to it by the First (Political and Security) Committee. During the period under review, the Assembly also took action on two other First Committee resolutions, sponsored in the main by African members, which in their scope went beyond the field of nuclear testing as such. The first called for the elimination of nuclear testing in Africa and for the designation of the African continent as a denuclearized zone. Canada supported that part of this resolution which called for the cessation of tests in Africa but abstained on the resolution as a whole. The resolution, however, was adopted by the Assembly by a vote of 55 in favour, none opposed and 44 abstentions.

The second resolution contained a declaration that the use of nuclear and thermonuclear weapons was contrary to the spirit, letter and aims of the United Nations and a direct violation of the Charter, international law and the laws of humanity, and that any state using such weapons was to be considered as violating the Charter, as acting contrary to the laws of humanity and as committing a crime against mankind and its civilization. It also called for an examination by the Secretary-General of the possibility of convening a special conference for signing a convention on the prohibition of the use of nuclear and thermonuclear weapons for war purposes. The resolution was adopted by the Assembly on a vote of 55 in favour, 20 against (including Canada), with 26 abstentions.

In opposing this resolution, the Canadian Delegation pointed out that a declaration prohibiting the use of nuclear weapons would not be an effective way of dealing with the nuclear threat, which could only satisfactorily be met through binding and controlled agreements for nuclear disarmament. Canadian doubts about the wisdom of adopting this resolution were reinforced by two significant developments that took place after the resolution's adoption in Committee, namely, the decision to resume negotiations on a nuclear-test ban agreement and the hopeful signs that agreement would soon be reached concerning the resumption of general disarmament negotiations in an appropriate negotiating forum. In these new circumstances, the Canadian Delegation considered that the proposal to convene a world conference might detract from the efforts to negotiate binding disarmament agreements.

On the question of disarmament, the First Committee adopted a resolution welcoming the U.S.A.-U.S.S.R. agreement on principles to guide disarmament negotiations, and urged the two great powers to reach agreement on the composition of a disarmament negotiating body. It also requested them to report on the results of their talks regarding the disarmament forum before the conclusion of the session. This resolution, adopted without a vote, was sent immediately to plenary, where it was approved unanimously.

### **Disarmament Negotiating Body**

Later, the Committee received a draft resolution co-sponsored by the United States and the Soviet Union embodying the agreement reached on the composition of the disarmament negotiating body. This resolution, adopted unanimously by the Committee on December 13 and by the Assembly on December 20, endorsed the increase in the size of the 10-nation Disarmament Committee that had conducted negotiations in Geneva in 1960. In addition to the original members, Bulgaria, Canada, Czechoslovakia, France, Italy, Poland, Roumania, the U.S.S.R., the United Kingdom and the United States, the resolution provided for eight new members selected on a basis of geographical distribution — Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic.

The resolution recommended that the new 18-nation Disarmament Committee urgently undertake negotiations with a view to reaching agreement on general and complete disarmament under effective international controls on the basis of the agreed principles. It also requested the Disarmament Committee to submit to the General Assembly a report on such agreement as soon as it has been reached, and in any case, to submit, not later than June 1, 1962, a report on the progress achieved to the United Nations Disarmament Commission. The Disarmament Commission, which was set up in 1958, is composed of all members of the organization. This resolution, which reflected ideas put forward by the Canadian Delegation in the Assembly, was welcomed and fully supported by Canada.

Continuing its discussion of disarmament, the Committee adopted a Swedish proposal embodied in an eight-member draft resolution, which suggested "that an inquiry be made as to the conditions under which countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring more weapons and to refuse to receive in the future nuclear weapons on their territories on behalf of any other country". It requested that the Secretary-General submit a report on the results of this inquiry to the Disarmament Commission not later than April 1, 1962.

The draft resolution was adopted in plenary with 58 in favour, 10 against and 23 abstentions. Canada supported this resolution since it believed that the proposed inquiry could serve a useful purpose in clarifying national views. On the question of substance, the Canadian Representative made clear that in Canada's view the only effective way to prevent the wider spread of nuclear weapons was through "broader international agreements which would be binding on all states".

The Committee then took up the Irish item on the prevention of the wider dissemination of nuclear weapons. For the fourth consecutive year, the Irish Delegation presented a draft resolution on the subject. This draft, which was adopted by acclamation and later unanimously approved in plenary, calls on all states, particularly those possessing nuclear weapons, "to use their best endeavours to secure the conclusion of an international agreement containing provisions under which the nuclear states would undertake to refrain from relinquishing control of nuclear weapons and from transmitting the information necessary for their manufacture to states not possessing such weapons; and provisions under which states not possessing nuclear weapons would undertake not to manufacture or otherwise acquire control of such weapons".

### **Outer Space**

On the proposal of Canada, the Committee next took up the item concerning the Report of the United Nations Committee on the Peaceful Uses of Outer Space. The 24-member Outer Space Committee was set up in December 1959 to initiate studies of the technical and legal problems arising from the exploration of outer space and to prepare for an international conference on outer space to be held in 1960 or 1961. Until November 27, 1961, it had held no meetings in view of differences concerning the organization of its work and its procedures.

Under the original resolution setting up the Committee, the membership consisted of Albania, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Czechoslovakia, France, Hungary, India, Iran, Italy, Japan, Lebanon, Mexico, Poland, Roumania, Sweden, the Soviet Union, the United Arab Republic, the United Kingdom and the United States. Since the term of office of its members was due to expire at the end of 1961, there was some urgency in dealing with the Committee's report and deciding on its future membership. At the beginning of the debate, Australia, Canada, Italy and the United States put forward a draft resolution endorsing the principles that international law, including the United Nations Charter, applied to outer space and celestial bodies, and that these were not subject to national appropriation. It also proposed the continuation of the Outer Space Committee with an enlarged membership to provide representation for two African members, and offered some suggestions concerning the work of the Outer Space Committee and of the Specialized Agencies, in particular the World Meteorological Organization (WMO) and the International Telecommunication Union (ITU), in the field of outer space.

This four-power draft was later replaced by a draft co-sponsored by all 24 members of the Outer Space Committee. The new draft, which was adopted unanimously in Committee and later in plenary, endorsed the principles contained in the earlier draft and provided for the continuation of the Outer Space Committee with the addition of four new members — Chad, Morocco, Mongolia and Sierra Leone. The resolution also asked that the Committee meet not later than March 31, 1962, to carry out its original mandate. Expressing the belief that the

United Nations should provide a focal point for international co-operation in the peaceful exploration and use of outer space, the resolution called for United Nations registration of space launchings, the encouragement of voluntary exchanges of information on outer space, and studies by WMO and ITU regarding improved telecommunications and weather forecasting and control.

### **Resolutions on Algeria and Korea**

As in previous sessions since 1955, the First Committee considered the Algerian question and adopted a 34-member draft resolution whose operative paragraph called on France and the Provisional Government of the Algerian Republic "to resume negotiations with a view to implementing the right of the Algerian people to self-determination and independence respecting the unity and territorial integrity of Algeria." While acknowledging the draft resolution as more moderate than previous resolutions on the question, many delegations felt unable to support it, mainly because of the reference to the "Provisional Government of the Algerian Republic" and because of its failure to mention the rights of the European minority in Algeria. In plenary, the resolution was approved by a vote of 62 in favour, none against, with 38 abstentions (including Canada).

Turning to the reports of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK), the Committee decided to invite representatives of the Democratic People's Republic of Korea (North Korea) and the Republic of Korea (South Korea) to take part in the discussion of the Korean question without right of vote. On the basis of this decision, the Committee heard a statement by the Foreign Minister of the Republic of Korea. However, in view of a communication received from the Foreign Minister of North Korea, which did not accept unequivocally the competence and authority of the United Nations to deal with the Korean question, as required by the resolution, the Committee decided that there was "no basis for participation of a representative of the Democratic People's Republic of Korea in the discussion of this question".

Concluding its work for the session, the Committee adopted a 15-power draft resolution, co-sponsored by Canada, reaffirming United Nations objectives in Korea and requesting UNCURK to continue its work. In plenary, the resolution was approved by a vote of 64 in favour, 11 against, with 27 abstentions. A Mongolian draft resolution calling on states maintaining armed forces in South Korea immediately to withdraw them, and a Soviet draft resolution that would have the Assembly recognize that the unification of Korea was a domestic affair and would dissolve UNCURK, were withdrawn.

### **Special Political Committee — Debates on South Africa, Tyrol, Oman and UNRWA**

On the question of race conflict in South Africa, which had earlier been considered by the Special Political Committee, the Assembly had before it an African draft resolution recommending that consideration be given to expelling South Africa from the United Nations and applying collective economic and other sanctions. It

also had before it an alternative Asian draft resolution which, while no less vigorous in denouncing the *apartheid* policy of South Africa, left it to individual member states to decide what measures were open to them, in conformity with the United Nations Charter, to help bring to an end the practice of *apartheid*.

The African draft was withdrawn in plenary after the expulsion and sanctions clauses failed to obtain the two-thirds majority needed for adoption. Canada, which had been unable to vote for the African resolution because of reservations about these provisions, supported the Asian resolution after deletion of the paragraphs proposing certain sanctions and requesting the Security Council to consider measures against South Africa. The resolution as amended was adopted by the General Assembly by a vote of 97 in favour, 2 against (Portugal and South Africa), with 1 abstention.

The Special Political Committee unanimously adopted a 15-member draft resolution regretting that the Government of South Africa had repeatedly ignored the Assembly's resolutions concerning the treatment of people of Indian and Indo-Pakistan origin in South Africa and had not shown any disposition to arrive at a solution to this problem. The resolution called on South Africa to enter into negotiations with India and Pakistan and invited member states "to use their good offices in such manner as may be appropriate to bring about negotiations envisaged by the General Assembly in this matter". The Delegation of South Africa was not present during the vote. In plenary the resolution was adopted unanimously.

After considerable negotiation promoted by delegations friendly to both Austria and Italy, the Special Political Committee unanimously adopted a draft resolution on the "South Tyrol" problem, calling for further efforts by Austria and Italy to solve their dispute concerning the status of the German-speaking element in the province of Bolzano (Bozen). Both parties indicated their acceptance of the resolution. In plenary, the resolution was approved unanimously.

On the question of Oman, which had been placed on the agenda at the request of ten Arab delegations, that charged Britain with "armed aggression against the independence, sovereignty and the territorial integrity of the Imamate of Oman", the Committee adopted an Arab draft resolution recognizing the right of the people of Oman to self-determination and independence. It also called for the withdrawal of "foreign forces" from Oman and invited the parties concerned to settle their differences peacefully, with a view to restoring normal conditions in Oman. In plenary, however, the resolution received only 33 votes in favour, with 21 opposed and 37 abstentions. Having failed to receive the necessary two-thirds majority, it was rejected.

Canada voted against the resolution since, in its view, this was a dispute between the Sultan and dissident elements in Oman rather than a "colonial dispute", as represented by the sponsors. The Canadian Delegation expressed the view that the United Nations would be setting a dangerous precedent if it encouraged dissident groups in this way.

The Committee concluded its work with a debate on the Report of the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). In their statements, Arab delegations were critical of the Palestine Conciliation Commission, which, they charged, had failed in its task, and of the report of Dr. Johnson, the Commission's Special Representative. The Commission is composed of France, Turkey and the United States. They urged that action should be taken that would allow the refugees to return to their homes, that adequate machinery should be established for the protection of the properties of the refugees, and that compensation should be paid to any refugees who did not wish to exercise their right of return. The Foreign Minister of Israel expressed her Government's view that the solution to the problem lay in the resettlement of the refugees in the Arab countries. Israel, she said, would never agree to Arab proposals based on "the alleged rights of the Arab refugees to properties that they abandoned in 1948". In her Government's view, direct negotiations between the parties were the only way to settle the problem.

Two resolutions were submitted on this item. One of these, urging direct negotiations between the parties, which was sponsored by 16 members mainly from Africa and Latin America, was rejected by a vote of 34 in favour (including Canada), with 44 against and 20 abstentions. The second draft resolution, submitted by the United States with the intention of continuing the work of the Johnson mission, requested the Conciliation Commission for Palestine to intensify its efforts to secure the implementation of Paragraph 11 of the resolution adopted by the Assembly on this question in 1948, relating to repatriation or compensation of the refugees. Before the vote on this resolution, the Committee adopted a three-power amendment adding two paragraphs to the operative section of the resolution. One paragraph proposed an increase in the size of the Conciliation Commission from three to five members. The second requested the re-constituted Conciliation Commission to take measures for the protection of the rights, property and interests of the Palestine Arab refugees. The draft resolution, as amended, was adopted with 74 in favour (including Canada), with 1 against (Israel) and 23 abstentions. However, on separate votes in plenary, the two paragraphs that had been added to the resolution were rejected, and the resolution, as submitted by the United States, was then adopted by a vote of 62 in favour (including Canada), with none against and 37 abstentions.

## **Second Committee**

On the recommendation of the Second (Economic and Financial) Committee, the General Assembly approved draft resolutions on economic matters adopted earlier in Committee. One, relating to international trade as an instrument for economic development, was adopted unanimously after amendment in plenary. Resolutions on economic development planning, the decentralization of the economic and social activities of the United Nations and the strengthening of Regional Economic Commissions also received unanimous approval. Another resolution, con-

cerning the establishment of a United Nations Capital Development Fund, was endorsed by a vote of 73 in favour, 3 against, with 9 abstentions (including Canada).

In the final month of the session, the Second Committee adopted other important resolutions aimed at encouraging economic development in the less-developed countries. The first of these designated the 1960's as the "United Nations Decade of Development", in which efforts to mobilize support for measures required to accelerate self-sustaining economic and social progress in the less-developed countries would be intensified. The resolution also outlined specific policies to help the less-developed countries achieve this goal. This 16-member draft resolution was adopted unanimously in Committee and later in plenary.

The Committee also adopted an 18-member draft resolution introduced by India similar to the resolution adopted at the fifteenth session expressing the hope that the annual flow of international assistance and capital would be increased substantially so as to reach as soon as possible approximately 1 per cent of the combined national incomes of the economically advanced countries. The draft resolution was adopted by a vote of 71 in favour (including Canada), none against, with 8 abstentions, and later approved unanimously in plenary.

The Committee reviewed the United Nations programmes of technical co-operation and the progress of the Special Fund, particularly in the light of the proposed "United Nations Development Decade". It adopted a 15-member resolution urging governments to review their contributions to the Special Fund and the Expanded Programme of Technical Assistance so that the combined budgets of these two programmes would reach the target of \$150 million set for 1962. (On the basis of the results of the pledging conference for these programmes held on October 17, only \$100 million was expected in 1962.) This resolution was approved by the Assembly by a vote of 89 in favour, none against, with 9 abstentions.

### **World Food Programme**

The Committee adopted a plan for the provision of food surpluses to hungry peoples through the United Nations system. Shortly before, the Food and Agriculture Organization (FAO) had approved a similar plan at the eleventh session of its Conference. The idea of a World Food Bank was first proposed by Prime Minister Diefenbaker at the fifteenth session of the General Assembly.

At the beginning of the debate on this item, the Canadian Delegation introduced a draft resolution co-sponsored by seven other members for the establishment of a World Food Programme, to be undertaken jointly by the United Nations and the FAO in co-operation with other United Nations agencies and appropriate intergovernmental bodies. The resolution provided for an initial three-year experimental programme with a \$100-million fund to be contributed on a voluntary basis in the form of commodities, services and cash. It also provided for the establishment of a United Nations-FAO Intergovernmental Committee of 20 states to

provide policy guidance, and a joint United Nations-FAO administrative unit. After undergoing some revision to take into account a number of amendments suggested, the draft resolution was adopted and later approved in plenary by a vote of 89 in favour, none against, with 9 abstentions.

The resolution envisages a programme devoted mainly to famine and other emergency food situations or to projects in areas of chronic malnutrition. A limited use of the programme to assist economic and social development is also foreseen, and appropriate safeguards are provided in order to take account of commercial interests generally and producers in developing countries. In introducing the draft resolution, the Canadian Representative emphasized that the Canadian Government did not regard the proposal as a surplus disposal operation. An important element of the World Food Programme was the cash component of contributions, which was provided in order to make the Programme flexible enough to meet requirements for those in need and not just to serve as an outlet for what surplus-producing countries might have available. The aim is to have the cash element amount to at least one-third of total contributions. Canada has already offered up to \$5 million to the Programme in commodities and cash.

Turning its attention to the question of economic and educational development in Africa, the Second Committee unanimously adopted a draft resolution calling for the establishment of a Programming Institution within the Economic Commission for Africa, an African Institute of Economic Development and Planning, and regional Economic Development Banks for Africa. It also called for a meeting of African countries to examine their policies on international trade. A second draft resolution, also adopted unanimously, called on the African countries to continue to devote increasing resources to the development of education in their territories, and invited members to provide financial and technical assistance. The resolution invited UNESCO to convene in 1963, jointly with the Economic Commission for Africa, another conference of African states to review the implementation, costs and targets of the plan for African educational development adopted by the first Conference, and to analyze national educational programmes with a view to assisting the integration of these programmes in national development plans. Both resolutions were endorsed unanimously in plenary.

As time did not permit discussion of the items entitled "Permanent Sovereignty over Natural Resources" and "Population Growth and Economic Development", the Committee decided to defer them to the seventeenth session.

### **Third Committee**

In the period under review, the Third (Social, Humanitarian and Cultural) Committee adopted six resolutions relating to the Report of the Economic and Social Council, all of which Canada supported.

One of these adopted, unanimously in Committee and in plenary, aimed at eradicating illiteracy throughout the world. Another draft resolution adopted unanimously by the Committee and Assembly urged measures to help solve the

problems arising from rapid urbanization. A third resolution, also adopted unanimously in both bodies, endorsed the new emphasis and approach of the United Nations Children's Fund (UNICEF), particularly those aspects that would assist developing countries in determining the priority needs of children and in drawing up long-term plans and programmes for child welfare. Among other things, it expressed the conviction that the progressive outlook of UNICEF would receive recognition "by a continuation and strengthening of the financial support necessary to sustain both its traditional and its extended activities". The Canadian Delegation, which announced the Government's intention to increase its annual voluntary contribution to UNICEF from \$650,000 to \$800,000, co-sponsored this resolution.

The Committee also adopted a draft resolution recommending that the problems of balanced economic and social development continue to be given special attention. In plenary, the resolution was approved with only one abstention. Another draft resolution, co-sponsored by Canada, sought the strengthening of United Nations work in the social field. It was adopted and later endorsed in plenary without objections. The sixth draft resolution adopted by the Committee aimed at developing the Programme of Advisory Services in the Field of Human Rights by increasing the resources for this programme to permit the provision of a number of human rights fellowships each year in addition to the human rights seminars which had been held regularly. The Assembly endorsed this resolution by a vote of 69 in favour, none against, with 14 abstentions.

The Committee considered its two refugee items together and adopted three resolutions, all of which received overwhelming support in the Assembly. On the question of Angolan refugees in the Congo, it adopted a draft resolution urging continued assistance to enable the refugees to become self-supporting and to facilitate their voluntary repatriation. After considering the Report of the United Nations High Commissioner for Refugees, the Committee adopted a resolution requesting the High Commissioner to continue his present action, jointly with the League of Red Cross Societies, in assisting the Algerian refugees in Morocco and Tunisia until these refugees returned to their homes. In another draft resolution similar to resolutions passed in previous years, the Committee requested the High Commissioner to pursue his activities on behalf of the refugees within his mandate or those for whom he extended his good offices. Canada supported all three resolutions.

#### **Convention on Freedom of Information**

As its final item, the Committee took up the consideration of the draft Convention on Freedom of Information begun at its fourteenth session. At the fourteenth session, the Third Committee adopted the preamble and Article 1. At the fifteenth session, the Committee adopted the controversial Article 2, which set out certain limitations on the exercise of freedom of information. At the sixteenth session, it adopted Articles 3 and 4.

Article 3, approved without difficulty or amendment by a vote of 55 in favour (including Canada), none against, with 11 abstentions, aims at ensuring that nothing in the Convention is interpreted as limiting or derogating from any of the rights and freedoms that might be guaranteed under the laws of any contracting state.

A revised text of Article 4, dealing with the right of reply, was adopted by a vote of 33 in favour, 5 against and 37 abstentions (including Canada). As amended, the Article recognized that the right of reply was a corollary of freedom of information and permitted contracting states to establish appropriate means for safeguarding that right. While the right of reply had existed in practice for many years in Canada, the Canadian Delegation could not accept a vague article that might restrict freedom of expression or interfere in any way with the freedom of the press. The Canadian Delegation abstained in the vote on this Article since it considered that, as worded, it might inhibit the very freedom the Convention sought to preserve.

Concluding its work for the session, the Committee deferred to the seventeenth session consideration of its items on a draft Declaration on the Right of Asylum, a draft Declaration on Freedom of Information and an item entitled "Manifestations of Racial Prejudice and National and Religious Intolerance". This was approved without objection by the Assembly. On the Committee's recommendation the Assembly also agreed to continue during the seventeenth session the work on the Draft Convention on Freedom of Information, the Draft International Covenants on Human Rights and the Draft Convention and Draft Recommendation on Consent to Marriage, Minimum Age of Marriage and Registration of Marriages.

#### **Fourth Committee**

The Assembly endorsed by a vote of 90 in favour (including Canada), with 3 against (Portugal, South Africa, Spain) and 2 abstentions, the resolution adopted earlier in the session by the Fourth (Trusteeship) Committee condemning the continuing non-compliance of Portugal with its obligation to furnish information on conditions in the territories under Portuguese administration, as provided for in the Charter and the Assembly's resolutions on this subject adopted at the fifteenth session. The resolution established a Special Committee of Seven to examine available information on these territories and to formulate recommendations. The Assembly also endorsed the Fourth Committee's election of Bulgaria, Ceylon, Colombia, Cyprus, Guatemala, Guinea and Nigeria to this body. On the further recommendation of the Fourth Committee, five other draft resolutions relating to different aspects of developments in non-self-governing territories, which were adopted earlier in the session, were approved by the Assembly.

During the final month, the Fourth Committee devoted much of its time to two reports of the United Nations Committee on South West Africa. One of these contained the Committee's annual appraisal of conditions in South West Africa,

and the other dealt with the Committee's visit to Africa last summer. The Committee on South West Africa recommended, among other things, that the General Assembly should urgently study ways of terminating South Africa's administration over the territory and having it assumed directly or indirectly by the United Nations. It considered South Africa unfit to administer the territory further and proposed a programme to achieve a wide measure of internal self-government designed to lead South West Africa to complete independence as soon as possible.

The Fourth Committee adopted four resolutions on South West Africa. The first of these, a 37-member draft sponsored mainly by Asian and African delegations, proclaimed the inalienable right of the people of South West Africa to independence and national sovereignty. It established a seven-member United Nations Special Committee for South West Africa whose main tasks would be to achieve in consultation with the mandatory power a number of objectives defined in the resolution. In plenary, 90 members supported the resolution, Portugal opposed it, and Belgium, France, Spain and the United Kingdom abstained. South Africa did not participate in the voting.

With provision made for a Special Committee for South West Africa, the Committee decided to dissolve the Committee on South West Africa which had been established in 1953. This decision was unanimously approved in plenary. The Committee adopted without a formal vote another resolution, later approved without objection in plenary, urging South Africa "immediately to desist from further acts of force in the mandated territory designed either to suppress African political movements or to enforce *apartheid* measures imposed by law and administrative rulings". A fourth resolution, adopted in Committee and in plenary with only one abstention, endorsed the recommendations of the Committee on South West Africa for the establishment of United Nations special educational and training programmes for South West Africa. South Africa did not participate in the vote.

The Fourth Committee considered the question of continuing the Committee on Information from Non-Self-Governing Territories, which was established to deal with information on these territories transmitted by administering authorities. While there was agreement on the continuation of the Committee after 1961, differences of opinion were expressed over an eight-power draft resolution that proposed enlarging the functions of the Committee. In the past, the Committee had dealt with economic, social and educational conditions in the territories and had been authorized to submit substantive recommendations relating to functional fields generally, but not with respect to individual territories. The eight-power draft resolution instructed the Committee to examine, as well, political and constitutional information transmitted by the administering powers, and to undertake extensive studies of political, educational, economic and social conditions and problems of territories located in the same area or region, "except where circumstances require individual consideration". This latter instruction was approved in a separate vote. As finally adopted, the resolution renewed the Committee on Information from

Non-Self-Governing Territories on the same basis as previously (with the enlarged terms of reference) until such time as the General Assembly should decide that the principles embodied in the Charter and the Declaration on Colonialism had been fully implemented. The Fourth Committee then elected four new members to fill the vacancies in the reconstituted Committee. In plenary, the Assembly approved the resolution by a vote of 77 in favour (including Canada), with none against and 16 abstentions, and confirmed the elections of the new members.

Before concluding its work, the Fourth Committee took a number of other decisions. After hearing the Premier of British Guiana, Dr. Cheddi Jagan, who appealed to the United Nations to assist in bringing about the immediate independence of British Guiana, the Committee decided to postpone until the resumed session further consideration of a 15-member draft resolution requesting the Governments of the United Kingdom and British Guiana to resume negotiations on the date of independence for British Guiana. It agreed further to hold over for the resumed session an 11-member draft resolution which proposed that the 17-member Special Committee concerned with the implementation of the Declaration on Colonialism consider whether the territory of Southern Rhodesia had attained a full measure of self-government.

### **Fifth Committee**

In addition to the many important matters requiring action for the continued operation of the United Nations in the coming year, the Fifth (Administrative and Budgetary) Committee gave consideration to two vital problems — the reorganization of the Secretariat and the financing of the United Nations. The Committee had before it a report by a Committee of Eight Experts set up at the fourteenth session to study and make recommendations on the reorganization of the Secretariat. The death of Mr. Hammarskjold created many problems for the Fifth Committee since the Secretary-General, as chief administrative officer of the organization, had always worked closely with the Committee and had given it his advice and suggestions on questions pertaining to its staff and administration. In the present circumstances, many delegations believed that it was inappropriate to take action on the Experts Committee's report. The Fifth Committee agreed, without a vote, to defer until the next session consideration of the reorganization of the Secretariat at the senior level that formed part of the report.

### **Geographical Distribution in Secretariat**

However, a lengthy debate developed over the question of geographical distribution in the Secretariat. Attempts at reaching some compromise between the two main approaches to this question, which emerged during the debate, were unsuccessful. On the one hand, a group of members favoured the approach embodied in a United States draft resolution, which would invite the attention of the Acting Secretary-General to a number of considerations he might wish to take into account in attempting to overcome existing imbalances in the geographical distribution of the staff. Others, while not favouring a rigid formula, believed that the

Acting Secretary-General should have more specific guidance and supported a 13-power draft resolution recommending a series of principles and factors to achieve a more equitable geographical distribution. On the suggestion of the Canadian Delegation, the Committee decided not to vote on either resolution but to include them in the rapporteur's report for the guidance of the Secretary-General, who was invited to submit his considered views to the Assembly at the seventeenth session.

The new Acting Secretary-General declared his intention to invite a limited number of persons who were already Under-Secretaries, or were to be appointed as Under-Secretaries, to act as his principal advisers on important questions entrusted to him. In late December, U Thant announced the appointment of three new Under-Secretaries: Mr. Godfrey Amachree of Nigeria, Mr. Omar Loutfi of the United Arab Republic, and Mr. Jiri Nosek of Czechoslovakia. These three were to serve as principal advisers to the Acting Secretary-General with the following five members of the Secretariat: Mr. Georgy Petrovitch Arkadiev (U.S.S.R.), Dr. Ralph J. Bunche (U.S.A.), Mr. Philippe de Seynes (France), Mr. Chakravarthi V. Narasimhan (India) and Mr. Hernane Tavares de Sa (Brazil). In making these appointments, the Acting Secretary-General emphasized that the arrangement was "without prejudice to such future organizational changes as experience may reveal to be necessary."

The most urgent and most difficult question dealt with by the Fifth Committee concerned United Nations financing. At the resumed fifteenth session in April, the General Assembly approved a proposal initiated by Canada to set up a 15-member Working Group (on which Canada was represented) to consider United Nations administrative and budgetary procedures, including methods for covering the heavy cost of peace-keeping operations, with a view to improving the financial position of the organization. In its report to the General Assembly, the Working Group noted that it had not been able to reach a sufficiently large area of agreement to present a set of recommendations for consideration at the Assembly. For this reason, the Committee's action on this report was limited to taking note of certain paragraphs and deferring action on others.

### **UN Bond Issue**

The discussions on the financial crisis of the United Nations then centred on three questions — the costs of the United Nations Emergency Force (UNEF), the costs of the Congo operation (ONUC), and a United Nations bond issue discussed under the 1962 budget item. In late November, the Acting Secretary-General began to explore, in the first place with the five permanent members of the Security Council and later with other delegations, the possibility of floating a United Nations bond issue of \$200 million bearing 2 per cent interest *per annum* to provide a pool of liquid assets that could be used by the organization to pay its obligations. The Secretary-General pointed out that some drastic measure for financing the organization had to be found, since non-payment of assessments toward UNEF and the Congo operation by certain member states had created a situation in

which a deficit of \$170 million was expected by June 30, 1962. The membership at large showed an appreciation of the seriousness of the situation, and support for the bond issue became widespread, although there were certain misgivings about the organization assuming obligations over a period of 25 years to repay the bond issue through the regular budget.

A draft resolution embodying this proposal was sponsored by Canada and eight other members and adopted in Committee. In plenary, the resolution was approved by a vote of 58 in favour, 13 against (Soviet bloc, Belgium, Cuba and France), with 24 abstentions. Soviet-bloc objections to the resolution were based on their contention that, in by-passing the Security Council on matters relating to the financing of peace and security operations, the proposal was contrary to the provisions of the Charter. The Soviet Representative informed the Assembly that his Delegation would not consider itself bound by the resolution. The French Representative also declared that his Delegation would not consider itself financially responsible for the loan. The Canadian Representative, on the other hand, argued strongly that there was no alternative at this time to the emergency measure proposed. The proposal, while in no way diminishing the financial obligations of member states, might, he said, prove less onerous for those members having difficulty in meeting their financial obligations. By including in the regular budget sufficient funds to cover interest charges and the repayment of principal, the proposal would preserve the principle of the collective responsibility of all members for financing United Nations operations.

To meet the immediate financial requirements of United Nations peace-keeping operations in 1962, the Committee adopted two resolutions. One authorized monthly expenditures of up to \$10 million for the Congo operation and appropriated \$80 million to cover the period November 1961 to June 30, 1962. In a similar resolution, it authorized monthly expenditures of up to \$1,625,000 to UNEF, and appropriated an amount of \$9,750,000 for the first six months of 1962. Both draft resolutions made provision to apply any voluntary contributions received to reduce by up to 80 per cent the assessments of members with low capacities to pay. The resolution concerning 1962 Congo costs was endorsed in plenary by a vote of 67 in favour, 13 against (Soviet bloc, Belgium, France and Madagascar), with 15 abstentions. The resolution concerning 1962 UNEF costs was approved by the Assembly by a vote of 61 in favour, 11 against (Soviet bloc and Cuba), with 24 abstentions. The voting indicated greater support at the sixteenth session for the financing resolutions for these two peace-keeping operations than they had obtained at any time in the past. While it expressed some reservations about certain Latin American amendments to the Congo costs resolution, Canada supported both resolutions.

### **Legal Ruling Sought**

In view of the sharp difference of opinion regarding the legal obligation of members to contribute financially to UNEF and the Congo operation, Canada and eight other members co-sponsored a draft resolution proposing that the Assembly seek

an advisory opinion of the International Court of Justice as to whether the expenditures relating to these two operations constitute expenses of the organization within the meaning of Article 17 (2) of the Charter. This proposal was based on a suggestion made in the report of the 15-member Working Group on Administrative and Budgetary Procedures. The resolution was adopted in Committee and was later approved in plenary by a vote of 52 in favour, 11 against (Soviet bloc and France), with 32 abstentions. This decision is expected to resolve the important legal conflict on the question of the liability of members which has complicated the discussions on financing of peace-keeping operations since UNEF was created in 1956.

Among the other decisions taken by the Committee and endorsed in plenary was approval of budget appropriations totalling \$82,144,740 to cover the expenses of the organization during 1962 (excluding Congo and UNEF costs). Total income expected from various sources in 1962 is expected to amount to \$14,062,050. After miscellaneous deductions have been made, the membership at large will be assessed on the figure of approximately \$65.5 million in accordance with the new scale of assessment for 1962-1964 approved at this session by the Committee and the Assembly. Under this new scale, Canada's rate of assessment was increased from 3.11 to 3.12 per cent.

### **Sixth Committee**

The Assembly approved by a vote of 90 in favour (including Canada), none against, with 2 abstentions, a resolution recommended earlier by its Sixth (Legal) Committee that an international conference be convened under United Nations auspices in March 1963 to conclude a Convention on Consular Relations and Immunities. The conference is to be held in Vienna. An earlier invitation by Spain to hold the conference in Barcelona was withdrawn.

The Sixth Committee devoted the whole period under review to continued consideration of the question of the future work of the United Nations in the field of codification and development of international law, and discussed items that might be included in a new list of topics for codification by the International Law Commission. At the conclusion of its debate, it unanimously adopted a resolution, later approved unanimously by the Assembly, recommending that the International Law Commission continue its work on the law of treaties and on state responsibility and include on its priority list the topic of succession of states and governments. The resolution also proposed that the principles of international law relating to friendly relations and co-operation among states be considered by the General Assembly at its seventeenth session. As originally worded, this latter proposal would have had the next Assembly consider the principles of international law relating to "peaceful co-existence of states". Much of the discussion centred on the use of this controversial term, which, in the view of many delegations, lacked precision and was a political rather than a juridical concept. An amendment to change this wording to one more in keeping with the Charter of the United Nations was finally accepted by the co-sponsors of the resolution.

Concluding its work for the session, the Sixth Committee unanimously adopted a draft resolution calling for further study by the International Law Commission of the subject of special (diplomatic) missions as suggested by the Vienna Conference on Diplomatic Intercourse and Immunities. The resolution was adopted unanimously in plenary.



# *Canada-U.S. Economic Talks*

*The following official communiqué was issued after the recent meeting in Ottawa of the Joint Canada-United States Committee on Trade and Economic Affairs:*

The seventh meeting of the Joint Canada-United States Committee on Trade and Economic Affairs was held in Ottawa, January 12 and 13, 1962, under the Chairmanship of the Honourable Donald M. Fleming, Minister of Finance.

2. The United States was represented at the meeting by the Honorable C. Douglas Dillon, Secretary of the Treasury; the Honorable Stewart Udall, Secretary of the Interior; the Honorable Orville L. Freeman, Secretary of Agriculture; the Honorable Luther H. Hodges, Secretary of Commerce; and the Honorable George W. Ball, Under-Secretary of State. The United States Delegation also included Mr. Livingston T. Merchant, United States Ambassador to Canada.

3. Canada was represented by the Honourable Howard Green, Secretary of State for External Affairs; the Honourable Donald M. Fleming, Minister of Finance; the Honourable George Hees, Minister of Trade and Commerce; and the Honourable Alvin Hamilton, Minister of Agriculture. The Canadian Delegation included the Canadian Ambassador to the United States, Mr. A. D. P. Heeney.

4. The Committee noted the improvement in the level of economic activity in both countries since the previous meeting in Washington in March 1961. They agreed on the importance of achieving sustained economic growth in accordance with the resolution adopted at the first Ministerial meeting of the OECD on November 17. Measures for the expansion of world trade would be essential to the achievement of these aims.

## **Support for Freer World Trade**

5. Canadian Ministers reiterated their support for the expansion of world trade on a multilateral, non-discriminatory basis, and Canada's readiness to play a constructive role in the promotion of freer world trade. United States members welcomed this statement and pointed out that the United States had consistently supported these objectives for many years. The Committee recognized the importance of the recent decision at the GATT Ministerial Meeting to explore new arrangements for the multilateral reduction of trade barriers and for moving toward freer trade. The United States members emphasized that the new trade legislation being sought at this Session of Congress is intended to contribute substantially to this objective.

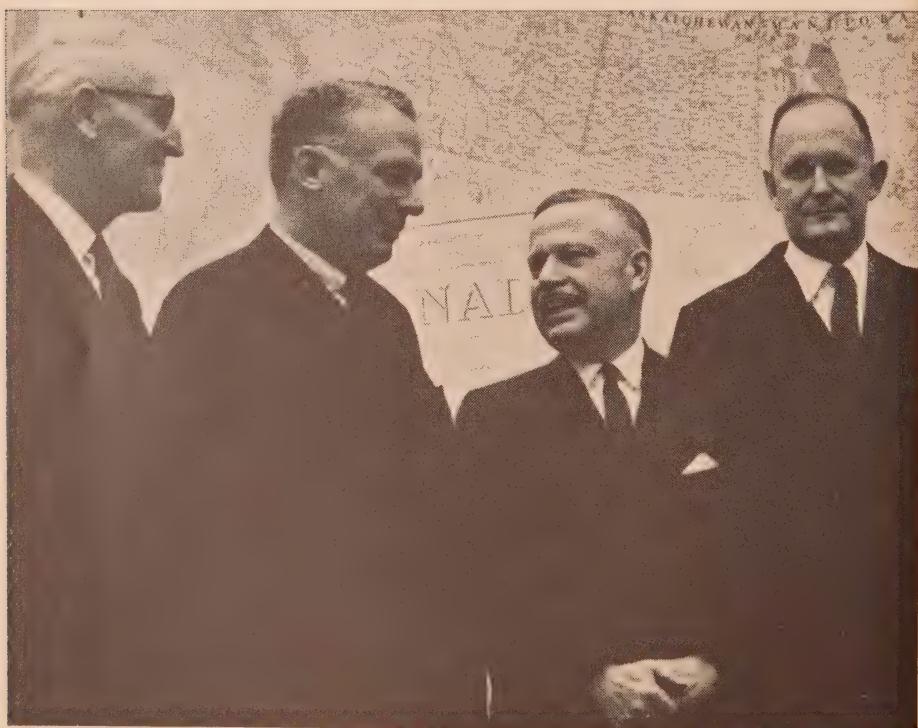
6. The United States members explained the general nature and purposes of the trade expansion programme which the United States Administration will be submitting to Congress, which, if approved, would enable the United States to make a greater contribution to the growth of international trade on a multilateral basis,

and in this way contribute substantially to the strength and prosperity of the free world.

### Agricultural Commodities

7. The Committee examined the problems inhibiting international trade in agricultural commodities and underlined the importance of securing international agreement on measures which would provide adequate access to world markets for agricultural producers. They agreed that such measures should take full account of the comparative advantage of production in agricultural commodities among different countries. United States and Canadian Ministers expressed the hope that coming international discussions would effectively contribute to the freeing and expansion of international trade in agricultural products.

8. The Committee noted the current negotiations between Britain and the European Economic Community and the widespread consequences which British entry into the EEC would have for the rest of the world. The Committee recognized the great importance of the Commonwealth as a unique association of free



*Four members of the Canada-United States Joint Committee on Trade and Economic Affairs (left to right): Mr. Howard C. Green, Canadian Secretary of State for External Affairs; Mr. George W. Ball, U.S. Under-Secretary of State; Mr. Donald M. Fleming, Canadian Minister of Finance and Chairman of the Committee; Mr. C. Douglas Dillon, U.S. Secretary of the Treasury.*

nations bridging five continents and the constructive contribution which it was making to world peace and stability.

### **Safeguarding Commonwealth Trade**

9. Canadian Ministers emphasized that the Commonwealth trade links, including the exchange of preferences and the historic right of free entry into the United Kingdom market, were an essential cohesive element in the Commonwealth association. They stressed the importance the Canadian Government attached to Britain's efforts in their negotiations with the EEC to safeguard the trade interests of Canada and other Commonwealth countries.

10. The Committee recalled the constructive conclusions reached at the recent Ministerial meeting of the GATT concerning the trade of the less-developed countries. They reaffirmed that it was the continuing policy of both countries to assist the efforts of those countries to expand their trade and improve their standards of living.

11. The Committee recognized that direct exchanges of views at the Cabinet level are useful in helping to maintain soundly based and effective economic co-operation between Canada and the United States. Such understanding and co-operation will be all the more necessary in the years ahead if each country is to play its part in a changing world with a full recognition of the essential interests and aspirations of the other.

# *Tanganyika Becomes A Free Nation*

THE emergence of the former trust territory of Tanganyika as the twenty-ninth independent state in Africa and the fourth independent African state in the Commonwealth was signalized by two ceremonies on the night of December 9, 1961. Just after midnight, the Duke of Edinburgh lowered the Union Jack from the top of the flagpole in the municipal stadium of Dar es Salaam, the capital, and raised the green, black and gold flag of Tanganyika. About the same hour, a party of climbers led by Alexander Nyirenda, a young second lieutenant of the Tanganyika army, lit a torch and fired rockets into the air on the summit of Mount Kilimanjaro.

Canada was represented at the independence celebrations by B. M. Williams, High Commissioner for Canada in Ghana. During the festivities, Mr. Williams presented Prime Minister Julius Nyerere of Tanganyika with a letter of greeting from Prime Minister Diefenbaker, in which was described a Canadian gift of \$5,000 for the purchase of books to mark the occasion. The importance Canada attached to its relations with Tanganyika was indicated by the announcement on December 7 by the Secretary of State for External Affairs, Mr. Howard Green, that a Canadian diplomatic mission would shortly be opened in Dar es Salaam.

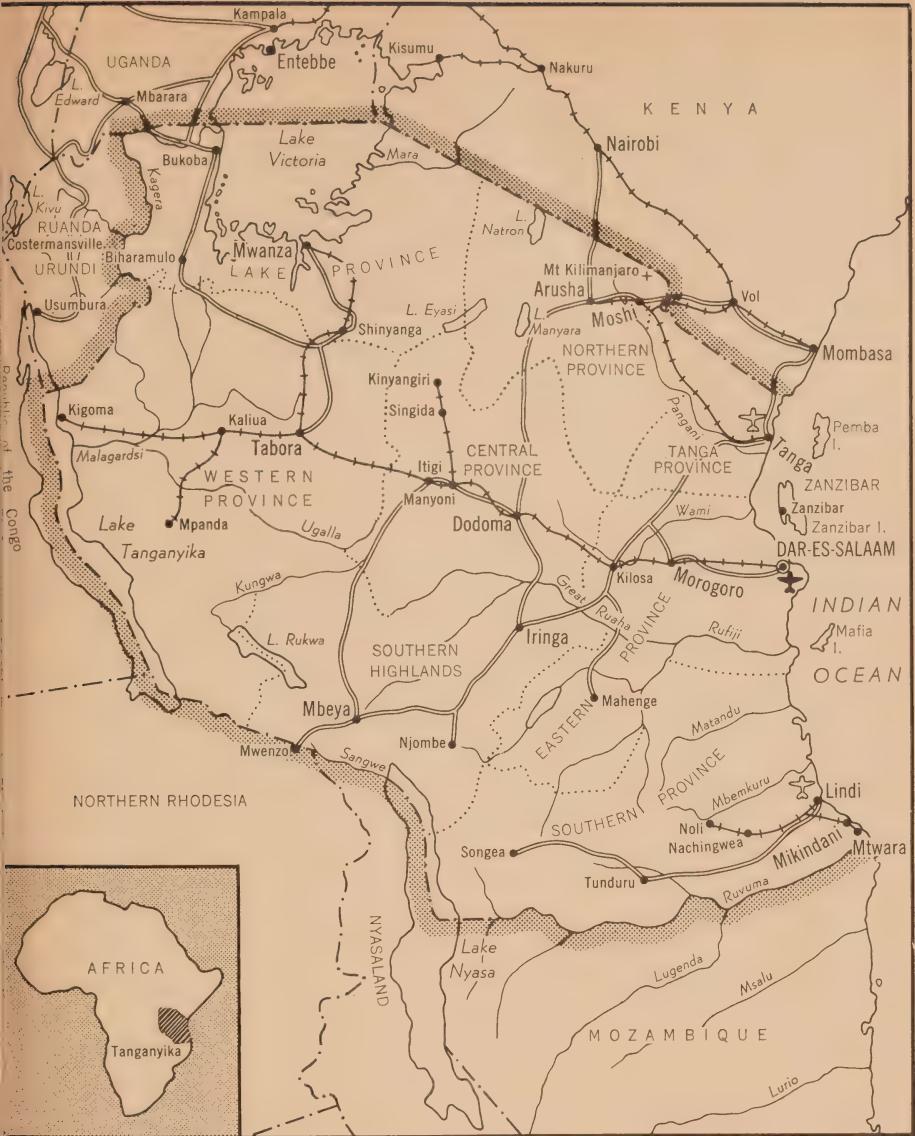
## **Geography**

Tanganyika, which is located on the east coast of Africa just south of the Equator, almost equals British Columbia in area. The country can be divided into two main regions — a coastal plain varying in width from ten to 20 miles and a large plateau, with an average altitude of 4,000 feet above sea-level, that covers most of the rest of the country. This is a very simplified account of a topography characterized by extremes, the most notable being Mount Kilimanjaro, Africa's highest mountain (19,390 feet above sea level), and Lake Tanganyika, the world's second deepest lake.

Along the coast the climate is hot and humid, with an average temperature of 76°F and a rainfall of 40 inches. Inland the climate is hot, except in the mountainous regions, where temperatures decline as altitude increases. Generally speaking, the rainfall is low for a tropical country. It comes during one season, from about December to May.

## **Population**

The population of Tanganyika, which, according to the latest estimates, numbers over 9,000,000, is overwhelmingly African. The total non-African population is about 120,000 and is mainly employed by the Government or in business. There are, however, a few Europeans who own plantations in the Kilimanjaro area. Among the Africans, some 120 tribes can be distinguished, ranging in size from a few thousand persons to the Sukuma, who number well over a million.



## TANGANYIKA

100    50    0    100    200    300 Miles

International Boundary..... Provincial Boundary.....

International Airport.... Main Airfield....



## **Economy**

Agriculture dominates the country's economy, accounting for over half the gross domestic product. About two thirds of the agricultural production consists of crops such as maize, rice, sorghum and pulses grown for subsistence. Sisal, used to make cordage, is the most important export crop. In recent years Tanganyika has been moving away from undue reliance on sisal as the production of cotton, coffee, tobacco, oilseeds, and nuts and pyrethrum has been steadily increasing.

The supply of good farm land is limited, however, and, apart from the highland areas, which are becoming rapidly developed, much of the land in Tanganyika is of relatively poor fertility and lacks suitable water and communications. At present some 60 per cent of the total area is infested by the *tse-tse* fly, which makes it unsuitable for all domestic animal and most human habitation. The Government has constantly encouraged the Africans to increase the productivity of their land, and to shift from the raising of subsistence to cash crops. The United Nations Visiting Mission to Tanganyika in 1960 noted that:

With the changed political atmosphere and the emphasis placed by leaders of the Tanganyika African National Union upon the need for a national drive to promote economic development, there are the beginnings of a new attitude on the part of many African farmers towards progressive measures of soil conservation and farming techniques.

The Mission went on to point out that the low productivity of the land was mainly due to the maintenance of uneconomic herds of livestock and subsistence farming based on shifting cultivation. It concluded with the statement that:

. . . some means of ensuring more productive use of the land, especially in the more fertile areas, is essential if the territory is to advance economically at the present rate and if African standards of living are to continue to improve.

A number of minerals, including diamonds, gold, lead and copper, are found in Tanganyika. Williamson Diamond Limited, which was once owned by the late Dr. John Williamson, a Canadian geologist, produces 97 per cent of the territory's diamonds. The Tanganyika Government and De Beers Consolidated now each own half of Williamson Diamond.

There has been a substantial growth in industrial activity in Tanganyika during the past 12 years. Over half of the output of manufacturing is from secondary processing industries based on agricultural products. Remaining industrial activity is mainly concerned with those products, such as textiles and footwear, which are readily marketable in a country with the undeveloped economy of Tanganyika. The generally low level of cash incomes will limit the expansion of manufacturing activity.

Tanganyika's telephone, postal and telegraph systems, railways and harbours are jointly administered with those of Uganda and Kenya by the East African Common Services Organization.

## **Education**

Education in Tanganyika is a joint undertaking of the Government, native authorities and various voluntary agencies, mainly missions. The biggest problem is the inadequacy of facilities for all grades of education, and only a very small minor-

ity of Tanganyikan children are able to progress beyond the primary level. Until this year, all residents of Tanganyika had to go outside the country for higher education. However, in September classes were started at the University College of Tanganyika, which was established by the Government in Dar es Salaam. Two Canadians, Professor R. C. Pratt and Professor A. B. Watson, are members of the faculty.

### **Early History**

Europeans first reached Tanganyika in 1498, when Vasco Da Gama made his voyage around the Cape. During the next 200 years the Portuguese established settlements along the coast and fought with the Arab inhabitants. By 1729 the Arabs, under the leadership of the Sultan of Oman, had driven the Portuguese from the area.

European interest in Tanganyika remained dormant until 1884, when Dr. Karl Peters, a German, journeyed into the interior and in six weeks concluded treaties with a number of chiefs whose chiefdoms were then declared to be German territory. Next year the land Peters had acquired was placed under the protection of the German Government, and German administrators and settlers began to arrive in Tanganyika.

The Germans remained in Tanganyika until half-way through the First World War, when, after a stiff campaign, British forces under the command of General Smuts drove their forces out of the country. However, the Germans, commanded by General Von Lettow Vorbeck, were not completely defeated and continued to fight in Rhodesia until they surrendered after the Armistice of 1918.

Under the Treaty of Versailles, Germany renounced in favour of the principal allied and associated powers all rights over its overseas possessions, including Tanganyika. The allies agreed that Great Britain should exercise the mandate to administer Tanganyika, except for the areas of Ruanda and Urundi, for which the mandate was given to Belgium. The administration of Tanganyika continued to be carried out under the terms of the mandate until 1946, when it became a trust territory under the Charter of the United Nations.

### **Political Progress**

The constitutional development of Tanganyika had followed a pattern similar to that of many other former British dependencies in that it is mainly a chronicle of steadily increasing African control of the Government. In 1926 the territory's first legislative council, consisting entirely of Europeans, was constituted, and it was not until 1945 that Africans were nominated to it. Frequent changes have been introduced since the Second World War, resulting each time in a greater African voice in the Government. The process had been marked by a complete lack of racial animosity, and the major political party, the Tanganyika African National Union, consists of members of all races. Tanganyika was finally granted full responsible government, and Mr. Julius Nyerere, having led TANU to an overwhelming elec-

tion victory, was sworn in as the territory's first chief minister on September 30, 1960. In March 1961, a constitutional conference was held in Dar es Salaam with Mr. Iain MacLeod, then Colonial Secretary, presiding. To the surprise of few, Mr. MacLeod announced that Tanganyika would become independent the following December.

### **Prospects for the Future**

Basically Tanganyika is not a rich country; it is dependent at present on external financial assistance. During recent years the economy has been expanding fairly rapidly and the "monetary" sector, as opposed to the "subsistence" sector, has been steadily rising, accounting for 60 per cent of the gross domestic product in 1960. In the past ten years a great diversification of the economy has taken place. Ten years ago the sisal industry was dominant, but today there are several major export crops in addition to mineral production, which accounts for more than six per cent of the total value of domestic exports. The United Nations Mission stressed the fact that:

Tanganyika is still in the early stages of economic development and further substantial capital investment will be required, particularly for the improvement of communications, provision of water supplies and the development of agriculture.

A three-year development plan of £24 million was introduced last May, designed primarily to lay firm foundations for future economic growth, and considerable outside assistance will be needed to finance it.

Tanganyika was admitted to membership in the United Nations on December 14, 1961, and already there are indications that it will play an active and significant role in international affairs. Its progress and development during the first years of independence will affect both the relations between the countries of Africa and the relations between Africa and the rest of the world.

## *Visit of New Zealand Cabinet Minister*

**M**R. J. R. MARSHALL, Deputy Prime Minister, Minister of Industries and Commerce, Minister of Overseas Trade and Minister of Customs of New Zealand, visited Ottawa as the guest of the Canadian Government from December 18 to 20. Before coming to Ottawa he attended the GATT ministerial meetings in Geneva and visited the capitals of the countries of the European Economic Community, London and Washington.

While in Ottawa, Mr. Marshall called on Prime Minister Diefenbaker and held conversations with the Ministers of Trade and Commerce, Finance, and Agriculture and the Secretary of State for External Affairs on matters relating to the Commonwealth, the European Economic Community and trade between Canada and New Zealand.

A dinner was given by the Canadian Government in Mr. Marshall's honour, at which Mr. George Hees, Minister of Trade and Commerce, was host. A reception and luncheon were given by the Acting High Commissioner of New Zealand in honour of the visiting Deputy Prime Minister.



*Mr. J. R. Marshall, Deputy Prime Minister of New Zealand (right), is greeted, during his recent visit to Ottawa, by Canada's Minister of Trade and Commerce, Mr. George Hees.*

# *Thailand and Canada*

RELATIONS between Thailand and Canada, already cordial, are expected to be further strengthened soon by the exchange of diplomatic representatives. The Canadian Government announced on November 8, 1961, that the two countries had agreed to establish direct diplomatic relations by exchanging representatives at the rank of ambassador. The newly-appointed Canadian High Commissioner to the Federation of Malaya, Mr. C. E. McGaughey, has been appointed concurrently as Ambassador to Thailand and Burma. Mr. McGaughey, who arrived at his post at the end of January 1962, will reside in the neighbouring Malayan capital, Kuala Lumpur, but will make frequent visits to Bangkok and Rangoon. He is expected to present his credentials to the King of Thailand this month. The Government of Thailand has appointed its acting Permanent Representative to the United Nations, Mr. Somchai Anumanrajadhon, concurrently as Ambassador to Canada.

Thailand is a predominantly agricultural country of about 200,000 square miles with a population of twenty-five million. Its largely Buddhist population includes a Chinese minority of about three million, a fairly large Laotian minority in the northern provinces and a significant Moslem Malay minority in the four southern provinces.

## **No Colonial Experience**

Thailand was the only country in Southeast Asia to maintain its independence during the colonial period. A strong monarchy exercised authority for centuries until 1932, when a constitution was drawn up establishing a constitutional monarchy. This constitution was suspended in 1958, and, at present, a Constituent Assembly, appointed in February 1959, is working on the draft of a new constitution. The present King of Thailand is 34-year-old King Phumiphon Adundet. The Prime Minister is Field Marshal Sarit Thanarat.

Thailand is a member of the Southeast Asia Treaty Organization (SEATO) with the Philippines, Pakistan, Australia, New Zealand, the United Kingdom, the United States and France. The headquarters of the Organization are located at Bangkok. A Thai citizen, Mr. Pote Sarasin, is SEATO Secretary-General. Bangkok, a large and picturesque city, often called the "Venice of Asia", is also the headquarters of the Economic Commission for Asia and the Far East (ECAFE), a United Nations body.

## **Economy**

The economic life of Thailand is dependent to a large extent on the world market for its main commodities, rice, rubber and teak. Since the change of government in 1958, strong emphasis has been placed on economic development. A National



Economic Planning Committee has been formed to work out both short and long-term economic projects. Private foreign investment is welcomed and the Thai Government has provided incentives to attract the establishment of new industries.

Thailand is a participant in the Colombo Plan and, within its scope, has received technical assistance from Canada to a value of \$2.3 million. In addition, Canada has contributed \$1.3 million towards the Mekong River project, which will ultimately benefit Thailand as well as Laos, Cambodia and Vietnam. Canadian exports to Thailand in 1960 amounted to \$2.7 million and, in the first eight months of 1961, amounted to \$1.8 million. Canada's imports from Thailand were substantially less than her exports.

# *Commonwealth Parliamentary Association*

LONDON CONFERENCE 1961

WHEN delegations from branches of the Commonwealth Parliamentary Association met in London late in 1961, the occasion marked the fifteenth anniversary of the first meeting of the Empire Parliamentary Association, from which the present body grew. In 1911, the Association had only six branches; in 1961, 64 branches were represented at the meetings in Westminster Hall, the home of the English parliamentary system.

Since the end of the Second World War, conferences of the CPA have been held in London (1948), Wellington (1950), Ottawa (1952), Nairobi (1954), New Delhi (1957) and Canberra (1959). Henceforth, conferences will be held annually; the 1962 meeting of the CPA will assemble in Lagos, Nigeria.

## **Unique Role**

The Commonwealth Parliamentary Association is the only institution that provides the means for a regular exchange of ideas and information among members of the parliaments of the Commonwealth. It has, however, never aimed at being a Commonwealth Parliament. In all the years of its existence, the Association has claimed no credit for specific constitutional change or legislative enactment; in fact, it is not the custom for a CPA conference to adopt resolutions. But, through its regular meetings in various capitals of the Commonwealth, legislators come to know and understand one another and one another's problems. They confer and discuss frankly as with members of the same family and, in this way, a common background of thought and opinion can be created, which, at times of crisis, may be reflected in a readiness for common action.

During the 1961 CPA conference, held from September 25 to October 2, the subjects under discussion included the place and functions of the Commonwealth in the world, economic co-operation in the Commonwealth, constitutional and parliamentary practice in the Commonwealth, economic and social development of under-developed countries of the Commonwealth and international affairs and defence.

Sixteen delegates from Canada, representing the federal CPA branch and nine provincial CPA branches, attended this 1961 conference in London. The leader of the federal delegation was Mr. Jacques Flynn, Member of Parliament, Deputy Speaker of the House of Commons; other M.P.'s on the federal delegation were Senator A. K. Hugessen and Senator L. Methot and Messrs Bourget, Fisher, Hanbidge and Morton. The provincial branches were represented as follows: Alberta by the Provincial Secretary, Mr. A. R. Patrick; British Columbia by the Speaker of the Legislative Assembly, Mr. L. H. Shantz; Manitoba by Premier D. Roblin; New Brunswick by Mr. P. Guerette, M.L.A.; Newfoundland by the



*Her Majesty Queen Elizabeth II opens the 1961 conference of the Commonwealth Parliamentary Association in Westminster Hall, Houses of Parliament, London.*

Deputy Speaker of the House of Assembly, Mr. G. W. Clarke; Nova Scotia by Dr. J. A. Langille, M.H.A.; Ontario by the Speaker of the Legislative Assembly, Mr. W. Murdoch; Quebec by Mr. G. Le Chasseur, M.P.P.; Saskatchewan by the Speaker of the Legislative Assembly, Mr. E. I. Wood.

### Royal Address

When opening the 1961 conference in Westminster Hall, Her Majesty the Queen said:

This gathering shows the diversity of peoples, creeds and cultures within the Commonwealth, each having an equal place in our organization of nations. In the wide association, which is the Commonwealth, we must all try to cultivate the virtues of tolerance and understanding, to recognize each other's qualities and to respect each other's feelings. In this modern age, the strength and unity of the Commonwealth family does not lie in bonds forged by formal instruments nor in common ancestry, nor in pursuing the same political line. It springs from the knowledge that we all share a lively concern for individual freedom, and all the machinery which makes this possible. There are several expressions of this unity. As the head of the Commonwealth I am one. The constant and close contacts between the governments of the Commonwealth and the meetings of Commonwealth prime ministers are another. Equally important is our common form of parliamentary government, which is the very cornerstone of our association. . . . It is this common system of government by consent which is strengthened by the work of the Commonwealth Parliamentary Association and the conferences which it organizes throughout the Commonwealth. At these meetings the elected members of Commonwealth parliaments can meet on terms not dictated by party consideration, to talk, to exchange views, to share varied experiences and discuss and develop ideas on matters of common interest. In this way closer understanding is fostered between those who work in the legislatures of the Commonwealth, and all the people who believe in parliamentary government are encouraged.

# *Canada's Defence College*

THE idea of establishing a defence college in Canada that would provide the environment for the joint training and education of senior military officers and civilian officials arose from the experience of the Second World War. The war proved the need for inter-service, interdepartmental and inter-allied staff planning, as well as the need for co-ordination between military and non-military considerations in the approach to the solution of defence problems. The National Defence College was organized in the post-war period, therefore, to meet the need of military and departmental establishments for senior personnel equipped with the necessary background of knowledge and understanding of the military, economic, scientific, political and organizational aspects of national security.

Authority for establishing the Canadian National Defence College was given in 1947 and responsibility for the organizational aspects was assumed by Major General J. F. M. Whiteley. In 1948 the first course, with an enrolment of 16, started in January and ran for seven months.

In the years since, the number of students attending courses has grown to about 30 a year. The size of the group has been restricted to a certain extent because of the limited accommodation and facilities of the College. However, in practice it has also proved to be a very satisfactory size for academic purposes, as it makes possible uninhibited discussions and full participation by all members. This has been found over the years to be a most valued feature of the College and one of the reasons for the high quality of the course.

## **Background of Nominees**

Students nominated for the College are mainly of the rank of colonel, brigadier or the equivalent and most have held senior appointments within their own services or departments. Civilian students, comprising roughly a third of the group, have much the same status in their respective fields of employment. The civilian group includes representatives from a number of departments of the Federal Government, the Royal Canadian Mounted Police and, at times, the larger industrial corporations. The Department of External Affairs is represented almost every year by one or two of its members. In addition, a small number of military and foreign-service students are accepted from the United States and Great Britain.

Courses, which run for about 11 months, are divided into a series of studies on particular problems, lasting from ten days to several weeks. Problems and areas of study include such items as the Canadian governmental system, defence structure, the United Nations, NATO, the Canadian economy, Communism and Communist countries.

For purposes of study, the College is divided into four syndicates, each with seven or eight members. This size has been found to be very suitable — large

enough to provide a good variety of experience, yet small enough to promote active discussion by all members. With each new problem studied, the make-up of the syndicate is changed so that every student at some time during the course will have worked with every other student and will have been chairman of a particular study group.

### **Special Study Groups**

In dealing with problems, syndicates prepare papers presenting and discussing all aspects of the problem under study. All four papers are read by every student as well as by the directing staff, and the problems conclude with a one or two day debate to elaborate on the various subjects considered in the papers and to examine differing points of view.

Another major feature of the College's course is the lecture programme, and careful attention is paid to the selection of lecturers who have high qualifications in the areas covered by their topics. These include members of the Government, university professors, senior officers of the armed forces, ambassadors and leading industrialists. Lectures last about an hour and are followed by question and discussion periods of at least another hour.

Theoretical studies are, where possible, reinforced by related practical experience. For example, in connection with United Nations studies, a valuable insight is gained through a visit to the United Nations in New York, where students are briefed on the function and importance of the international body, and particularly on Canada's role. In this way, an opportunity is provided to meet and hear from some of the important personages attending the General Assembly. As a second example, studies on North American defence and security are made more meaningful by a tour of selected North American defence installations.

### **Annual Tour**

One of the most important aspects of the College course is the annual overseas tour, which takes place in the spring of the year and about two thirds of the way through the course. Students are divided into two sections, one of which visits Afro-European, the other Asian countries. The tour enables students to study on the spot political, economic and defence features of the countries visited, as well as to expand and deepen impressions gained earlier from reading, lectures and discussions.

Local programmes in the countries visited by the College are co-ordinated by the Canadian diplomatic missions in those countries. A major factor contributing to the success of the annual tour is the excellent co-operation that host countries give in arranging the programme. For example, students are brought into contact with prominent national figures, including, where possible, heads of government and cabinet ministers. These meetings provide unparalleled opportunities to hear at first hand views and opinions on the affairs of the countries visited from the head of state or responsible minister concerned.

Responsibility for the operation of the College is vested in the Commandant, an officer of the rank of rear admiral or the equivalent, who reports to the Chiefs of Staff Committee. The appointment to Commandant is made from each of the three armed services in rotation, and is of approximately three years' duration. The staff of the College consists of a Directing Staff of four senior officers — one from each of the three services and a civilian, usually a foreign service officer from the Department of External Affairs. Administrative duties are carried out by an executive staff officer of the rank of commander or the equivalent.

The National Defence College, located in Kingston, Ontario, shares the same physical establishment as the Canadian Army Staff College, which provides the housekeeping staff for both.

### **Library Facilities**

Both colleges share a joint library consisting of some 26,000 volumes, in addition to subscriptions to approximately 300 magazines and journals. Library policy is to provide a sound collection in the military, political and social sciences, as well as making available information on recent technological advances in these fields. Government documents, either free or available at low cost from the Queen's Printer of Canada, H.M. Stationery Office, London, and the United States Superintendent of Documents, form an important part of the library's equipment.

In the years since the founding of the National Defence College, the content of the course and the pattern of study have been developed in such a way as to reflect the College's particular Canadian character. The College continues to develop in accord with the changing requirements of national defence and security, at the same time adapting its training programme to meet the peacetime needs of higher governmental administration.

# *External Affairs in Parliament*

## **Second Commonwealth Educational Conference**

*On January 26, the Secretary of State for External Affairs, Mr. Green, addressed the House of Commons as follows:*

I have a brief statement to make concerning the Second Commonwealth Educational Conference, which was convened in New Delhi on January 11 and is ending today.

It will be recalled that the idea of a formal scheme for Commonwealth educational co-operation was first put forward by Canada at the 1958 Montreal Conference of Commonwealth Trade and Economic Ministers. Following that initiative by Canada, a Commonwealth Educational Conference was held at Oxford, England, in July 1959, where the Commonwealth Education Programme was launched. Since that time it has developed most successfully and has met to a most rewarding degree the lofty expectations of its founders. Canada has played an important part in the implementation of the Programme, which the Government regards as a strong force for better understanding and for continued close relations among members of the Commonwealth.

. . . I would point out that there are now 184 scholars from other parts of the Commonwealth in Canada and 61 Canadians studying abroad. The reason for the difference in numbers is, of course, that there are not the university facilities in many of these Commonwealth countries which we are fortunate enough to have in Canada.

At this recent meeting in New Delhi, Canada was represented by a full delegation headed by our High Commissioner in London, Hon. George A. Drew, who also led the Canadian delegation to the first Conference at Oxford and has followed the development of the Commonwealth Education Programme with a close and expert interest. The delegation also consisted of representatives of Canadian educational institutions and of national educational organizations which included provincial representation. . . .

The delegation participated effectively in all matters of common interest which came under discussion. Many recommendations were put forward for the continued development of the Commonwealth Education Programme and for improvements in its operation. These recommendations will now be submitted to member governments for consideration with a view to implementation.

I am sure Hon. Members will be glad to learn that the Canadian Government has extended an invitation to hold the Third Commonwealth Education Conference in Canada. This will probably be held in the year 1964. The offer is being recommended for acceptance by the delegates meeting in New Delhi.

## **Arms for Portugal**

*Later on January 26, in reply to a question regarding the delivery of arms to Portugal under the NATO mutual aid plan, Mr. Green said:*

. . . The situation so far as Canada is concerned was explained to the House by the Prime Minister on June 24, 1961. . . . The Prime Minister then said Canada had not delivered mutual aid to Portugal since November 1960 and earlier shipments to Portugal as to other NATO countries were made on the understanding that they would be used only to strengthen the defensive capacity of the organization and only for the defence of the NATO area as defined in Article 6 of the North Atlantic Treaty, which does not include Angola. Moreover, commercial sales of munitions to Portugal had not been made for over two years. That was the situation as announced in June of last year and that continues to be the situation today.

## **Diplomatic Relations with Tanganyika**

*The following statement was made in the House of Commons on January 29 by Mr. Green:*

Last December, Mr. Speaker, I announced that the Government had decided to extend its diplomatic relations with the independent states of Africa by opening new diplomatic missions in Tanganyika and the Federal Republic of Cameroun. I am pleased to announce today that an experienced officer of my Department, Mr. Norman Berlis, has been appointed as the first Canadian High Commissioner to Dar es Salaam, Tanganyika.

This appointment is a mark of the importance which the Government attaches to the establishment of close relations between this new member of the Commonwealth and Canada. Mr. Berlis, a native of Toronto, is a graduate of the University of Toronto and Osgoode Hall, and has had extensive service for Canada both during the war and in the Department of External Affairs. At present he is Head of the Information Division. The Canadian mission in Dar es Salaam will have important functions to fulfill, particularly in the field of educational and technical assistance under the Special Commonwealth African Aid Programme.

As an example of the close and friendly co-operation between Canada and the former British colonies in Africa, the House might be interested to know that, during the visit to Ottawa on December 17 of the Chief Minister of Uganda, Hon. B. K. W. Kiwanuka, who is the First Minister, I discussed with him the ways in which Canada might be able to extend assistance to his country under the Special Commonwealth Aid to Africa Programme. The proposal to which he gave highest priority was the attachment of a senior foreign service officer to the Canadian Delegation to the United Nations in New York.

I am glad to be able to inform the House that we have already acted on this request. Mr. A. K. Kironde, a former Uganda Minister of Works, who is to become Ambassador and Head of the Uganda Delegation to the United Nations when his country becomes independent on October 9 of this year, has joined our New York Delegation as an observer as of January 25, after spending three days in Ottawa, and he will continue with the Delegation until he becomes Permanent Representative of Uganda. Canada is paying his expenses from our Special Commonwealth Aid to Africa funds.

The appointment of Mr. Berlis and this request from Uganda that we help to train their Permanent Representative at the United Nations are very significant moves, because they are the first moves into East Africa; in due course, our High Commissioner to Tanganyika will probably also be credited to Uganda and to Kenya.

## Trade with Cuba

On January 29, in reply to a request that he comment on "a reported statement by Mr. Arthur M. Schlesinger, Special Assistant to the President of the United States, to the effect that Canada's trade with Cuba hurts prospects of democratic reform in Latin America", Mr. Green replied that, if the statement, of which he had not received "a full report", had been made "in the terms suggested", it had been "a most unusual and, I think, improper thing for an official of another country to do".

The same day, the Minister of Trade and Commerce, Mr. George Hees, asked, "in view of the strong pressure being exerted by the United States in favour of a trade ban against Cuba", to inform the House of Commons "with regard to trade with Cuba at this time", referred the questioner to a statement by the Prime Minister during the previous session, in which Mr. Diefenbaker had "advised the House of the policy in this regard, namely that we trade with Cuba in the same manner as with any other country with the exception of strategic goods, which we do not ship to that country".

On January 31, in reply to an inquiry as to whether the Government intended "to reconsider its policies toward the Government of Cuba in the light of the resolution passed yesterday at the inter-American conference in Uruguay recommending the exclusion of that country from the Organization of American States", Prime Minister Diefenbaker said:

. . . I think there was the general agreement . . . in all parts of the House that so long as our trade with Cuba was in non-strategic materials there was no reason whatever to interfere with it . . . No consideration has been given to a change in policy.

## Closing of UN Training Centre

*Asked on January 30 whether, in view of the decision of the United Nations to cancel its financial support for its training centre at the University of British Columbia, the Government had considered "maintaining this very useful . . . centre", Mr. Green made the following statement:*

The United Nations Regional Training Centre at the University of British Columbia was established in July 1960 by the United Nations Technical Assistance Administration. The Centre itself does not conduct training programmes, but it has assisted in arranging programmes and in looking after the administrative arrangements for trainees sent to establishments on the West Coast of Canada or in the Northwestern United States. The total number of United Nations trainees handled by the Centre in 1961 was 10. The Centre has also been helpful in recruiting Canadians for service abroad under technical assistance programmes.

In the last full year for which figures are available, the United Nations contributed approximately \$30,000 to the operating costs of the Centre. The Canadian Government has been making a grant of \$10,000 annually since the fiscal year 1959-60 towards the expenses of the Centre. The University of British Columbia has provided secretarial assistance, office supplies and other services which they have valued at approximately \$6,000.

It is my understanding that the United Nations Bureau of Technical Assistance Operations has come to the conclusion that it is not in a position to continue direct financial support to the Centre after May 1962. The United Nations is, however, prepared to examine the possibility of making use of such a Centre at the University of British Columbia on the basis of a fee for services rendered.

I am informed that the Board of Governors of the University have reviewed the matter in the light of this new development and apparently feel that for budgetary reasons they cannot continue the Centre after May 31, 1962.

The Canadian Government was prepared to continue its grant of \$10,000 toward the cost of this Centre. If, however, the United Nations is withdrawing its financial support and the Centre is likely to be disbanded, a further grant from the Canadian Government will obviously not be required. . . .

## **APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. J. L. E. Couillard appointed Canadian Ambassador to Norway. Left Ottawa January 2, 1962.

Miss D. J. Armstrong posted from the Office of the High Commissioner for Canada, New Delhi, to the Delegation of Canada to the North Atlantic Council, Paris. Left New Delhi January 6, 1962.

Mr. T. W. L. MacDermot, Canadian High Commissioner in Australia, retired from the public service effective January 13, 1962.

Mr. P. A. Bissonnette posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to the Delegation of Canada to the North Atlantic Council, Paris. Left Kuala Lumpur January 15, 1962.

Mr. C. E. McGaughey appointed Canadian High Commissioner in Malaya. Left Ottawa January 20, 1962.

Mr. G. Bertrand posted from the Canadian Embassy, Paris, to Ottawa. Left Paris January 21, 1962.

Mr. J. S. Roy posted from Ottawa to the Canadian Legation, Prague. Left Ottawa January 23, 1962.

---

## **TREATY INFORMATION Current Action**

### **Multilateral**

Procès-verbal extending for three years from December 31, 1961, the Declaration on the Provisional Accession of the Swiss Confederation to the General Agreement on Tariffs and Trade.

Done at Geneva, December 8, 1961.

Signed by Canada January 17, 1962

(to be effective from December 31, 1961).

# EXTERNAL AFFAIRS

*External Affairs is issued monthly in English and French by the  
Department of External Affairs, Ottawa.*

*It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced.  
Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year  
(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.  
Authorized as Second Class Mail, Post Office Department,  
Ottawa.*

Vol. XIV No. 3

## Contents

March 1962

Canadian President for Cyprus Court . . . . .	82
General Agreement on Tariffs and Trade . . . . .	84
Protecting the North Pacific Fur Seal . . . . .	90
International Civil Procedure . . . . .	93
Canada and the ECLA . . . . .	98
Government Hospitality Committee . . . . .	100
External Affairs In Parliament	
Geneva Disarmament Conference . . . . .	104
Soviet Proposal for Space Co-operation . . . . .	105
Recent Diplomatic Appointments . . . . .	106
Appointments, Postings and Resignations in the Canadian Diplomatic Service . . . . .	108

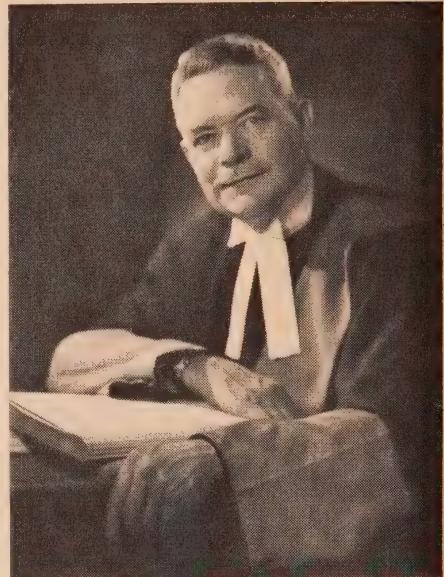
# *Canadian President for Cyprus Court*

THE Secretary of State for External Affairs announced in the House of Commons on February 12, 1962, the appointment of Mr. Justice J. L. Wilson of the Supreme Court of Ontario to the Presidency of the High Court of the Republic of Cyprus. In September 1961, the Government of Cyprus asked for the assistance of the Canadian Government in filling this important judicial post. Cyprus became independent on August 16, 1960. Upon acceptance of its application by the prime ministers of the Commonwealth meeting in London, Cyprus became a member of the Commonwealth in March 1961. In August of the same year, the first Canadian High Commissioner to Cyprus presented her credentials to Archbishop Makarios, President of the Republic.

The High Court of Cyprus is the highest appellate court in the Republic and has jurisdiction to hear and determine all appeals from any court in the country other than the Supreme Constitutional Court. The High Court is also the Supreme Court of Judicature, with exclusive competence over the appointment, promotion, transfer, termination of appointment and dismissal of judicial officers, and other disciplinary matters. The legal system of Cyprus, like that of most Commonwealth countries, is based on common law.

## **Character of the Presidency**

Judges of the High Court are appointed by the President and Vice-President of the Republic. Under the Cypriot constitution, the Court must be composed of two Greek-Cypriot judges, one Turkish-Cypriot judge and a neutral President, who has two votes and is thus empowered to resolve deadlocks should they occur within the Court. The constitution specifies that the Court cannot function without a President, who may not be a subject or citizen of the Republic of Cyprus, the Kingdom of Greece, the Republic of Turkey or of Britain. Greece, Turkey and Britain were parties to the London Agreements on which the constitution of Cyprus is founded. The first President of the High Court was Judge Barra



—Ashley & Crippen

*Mr. Justice J. L. Wilson of the Supreme Court of Ontario, President of the High Court of Cyprus.*

O'Briain of Ireland, whose special one-year term of office expired recently.

Mr. Justice Wilson began his six-year term of office from the date his appointment to the Cypriot High Court was announced. He has been granted leave of absence from the Ontario Supreme Court.

### **Curriculum Vitae**

Mr. Justice Wilson was born at Schomberg, Ontario, on September 1, 1900. He received his early education at public and high schools in British Columbia. For two years he was an articled student at law in Kamloops, B.C. Immediately after his graduation in political science from the University of Toronto in 1923, he was articled to Edward Ward Wright, Q.C., of the law firm of Rowell, Reid, Wright and McMillan. During his period with this firm he worked closely with Mr. N. W. Rowell, K.C., at that time one of Canada's leading counsel. Mr. Justice Wilson practised law in various parts of Ontario until 1928, when he became a member of the firm of Mulock, Milliken, Clark and Redman. In 1937 he was appointed a King's Counsel, and in May 1945 he was appointed a judge of the Supreme Court of Ontario, High Court (Trial Division), on which he has served since. Before his appointment to the Cyprus High Court, he was the second Senior Puisne Judge of the Court.

In making the announcement in the House of Commons of Mr. Justice Wilson's appointment to the Presidency of the High Court of Cyprus, the Secretary of State for External Affairs said in part:

I think Honourable Members will agree that the appointment of Mr. Justice Wilson reflects great credit on Canada and indicates the degree of respect which Canadian justice and Canadian jurists enjoy overseas.

Finally . . . the Government is glad that this new member of the Commonwealth requested assistance from us as an older member of the Commonwealth. We think the selection by the Cypriot Government of a Canadian judge for this position provides another close link in the friendly relationship which exists between our two Commonwealth countries.

# *General Agreement on Tariffs and Trade*

NINETEENTH SESSION, GENEVA, 1961

THE NINETEENTH SESSION of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) was held in Geneva from November 13 to December 8, 1961. In connection with this session, a meeting of trade ministers was also held in Geneva from November 27 to 30, which was attended by Mr. George Hees, the Canadian Minister of Trade and Commerce.

The General Agreement embodies an exchange of rights and obligations among member countries, which are based on three fundamental principles: non-discrimination among members; the use of customs tariffs as the only means of affording protection to domestic industry; and the readiness of members to consult with their trading partners singly or collectively in order to avoid damage to the trade interests of other members or in pursuit of the progressive expansion of world trade.

Canada has, from the beginning, played an important role in developing and supporting the General Agreement. It has benefited from the world-wide lowering of tariff barriers secured at successive GATT tariff conferences and, especially in recent years, from the substantial reduction in quantitative restrictions and discrimination against Canadian products that has taken place in accordance with GATT rules.

Annexes to the General Agreement record the results of multilateral tariff negotiations completed at a number of conferences since 1947, and the articles of the Agreement constitute a set of internationally-accepted rules designed to protect the value of these tariff concessions from being frustrated by other protective devices such as import quotas, excessive subsidization, dumping, etc. The GATT is the only international instrument governing trade relations between nations on a more or less world-wide basis. The 40 member countries together carry on more than 80 per cent of the international trade of the world, and the tariff schedules of the GATT, including approximately 16,000 items, cover more than half the world's total international trade.

## **Ministerial Meeting**

At their nineteenth session, the Contracting Parties dealt with a range of routine and technical matters relating to the administration of the Agreement and considered a number of issues of major importance to the development of world trade, such as the elimination of quantitative import restrictions, the reduction of tariff barriers, trade in agricultural products, the formation of regional trading groups, barriers to the trade of less-developed countries and the resort to waivers to the provisions of the Agreement.

Certain of these issues were the subject of discussion in the four days extending from November 27 to 30, 1961, which were devoted to a meeting of trade ministers from 44 countries. Ministerial discussions were concentrated on: (a) Plans for the further reduction of customs tariff barriers; (b) the special problems of trade in agricultural products; and (c) the special trade problems of less-developed countries. These matters have been the subject of a good deal of study in the context of the so-called GATT Programme for the Expansion of International Trade, which was inaugurated in November 1958.

With respect to tariffs, the ministers agreed that further efforts should be made to reduce tariffs on a most-favoured-nation basis. They agreed that the traditional GATT techniques for tariff negotiation on a commodity-by-commodity and country-by-country basis, while having provided substantial results, might no longer be adequate to meet the changing conditions of world trade, and they requested the Contracting Parties to establish machinery to examine new techniques, in particular some form of linear tariff reduction.

### Farm Commodities

As for agricultural trade, the ministers reviewed the work of GATT Committee II and requested the Contracting Parties to adopt procedures designed to establish the basis for the negotiation of "practical measures for the creation of acceptable conditions of access" to world markets for agricultural commodities. As a first step, the Contracting Parties arranged for a preliminary examination to take place early in 1962 of the possibilities for solution to the problems of trade in cereals, with subsequent discussions of the problems of other commodities. Accordingly, a meeting on cereals was convened in Geneva on February 12, 1962, attended by representatives from the main grain exporting and importing countries, including Canada.

Finally, the ministers reviewed the work of GATT Committee III and adopted a Declaration on the Promotion of the Trade of Less-developed Countries, which they communicated to the Contracting Parties, recommending that it form the basis for their future policies. This Declaration enumerates principles and recommendations relating to tariff and non-tariff measures maintained by governments which have the effect of restricting access to markets for products of less-developed countries. In brief, governments are urged to carry out their commercial policies with the aim of facilitating the expansion of the trade of less-developed countries. Representatives from a number of member countries met in February to consider specific proposals to implement the recommendations of the Declaration.

At the ministerial meeting, Mr. Hees commented as follows on the main issues:

"Canada, as one of the world's major trading nations, has an obvious interest in seeking improved tariff access to all markets. The Contracting Parties have already made significant progress. There is an urgent need to maintain the

momentum in the reduction of tariff barriers to trade. To this end all nations, the less-developed as well as the industrialized countries, must be prepared to play their part. The growing interdependence of nations and the need for advancement of less-developed countries call for the steady reduction of trade barriers. . . . Concerning negotiating techniques . . . Canada is prepared to examine seriously any methods which would facilitate further progress in reducing tariff barriers to trade. We would, of course, expect that they would take into account the special position of countries like our own, which depend on a more limited number of exports than the larger industrial countries or groups. . . . The techniques should also take into account the special problems of the less-developed countries. The concept of rigid reciprocity in trade negotiations is not always compatible with the special problems of these countries, since they may not be in a position to make fully equivalent concessions in return. . . . I think this ministerial meeting should endorse the findings of Committee II on the need to secure better access to markets for agricultural exports. The meeting should recognize the existence of excessive agricultural protectionism as a most serious problem, affecting not only the development of international trade but also the basic multilateral concept on which the General Agreement is based. We should resolve to work together in a collective effort to reduce barriers to agricultural trade and to deal with the underlying situations giving rise to such restrictions. Canada is prepared to join in a serious effort to this end and would expect others to play their full part. . . . We have before us a proposal for a Declaration on Promotion of the Trade of Less-developed Countries submitted by Mr. Ball of the United States of America. . . . The Draft Declaration proposed by the United States is an important contribution and provides worthwhile guidance in mapping out a future programme of work. . . . Canada also welcomes the initiative of the less-developed countries in putting forward a suggested programme of action. . . . ”

### **Elimination of Import Restrictions**

Under its provisions, the GATT permits individual Contracting Parties to apply import restrictions only for the purpose of safeguarding their balance-of-payments. The application of such restrictions, however, is subject to examination by the Contracting Parties at their regular sessions with a view to supervising their progressive reduction and elimination as soon as they are no longer required. At the nineteenth session, reports on consultations with Denmark, Finland, Japan, New Zealand and Burma were adopted by the Contracting Parties. Just before the session, Austria and Norway announced that they no longer needed to impose restrictions for balance-of-payments reasons. These latest declarations underline the substantial progress made by the Contracting Parties, especially since 1959, in eliminating trade restrictions.

The Contracting Parties also examined the reports of countries applying import restrictions under the so-called “hard core” waiver provisions of the Agree-

ment, which enable a member country to maintain restrictions on a temporary basis, subject to certain obligations, for reasons other than balance-of-payments difficulties. At the nineteenth session, the Contracting Parties agreed to extend for one year the possibility of recourse to this type of waiver.

### New Members

Tanganyika was admitted as the fortieth Contracting Party to the GATT at the nineteenth session. It was also agreed that Israel and Portugal had fulfilled the conditions required for accession, which would occur as soon as these countries had signed the appropriate protocols. It is expected that they will do so during the course of 1962. Switzerland acceded provisionally to the Agreement on November 22, 1958. Following a series of consultations with Switzerland, it was decided at the nineteenth session to extend the arrangements for provisional accession until the end of 1964 and to invite Switzerland to participate in the work of the Contracting Parties during that period. The Contracting Parties also decided to extend provisional accession for Tunisia until December 31, 1963, while that country implements its new customs tariff.

Within the last year or so many African territories have achieved independence. In 1960 the Contracting Parties provided for the continuance of GATT commitments made on behalf of African states by their former metropolitan countries. This decision recognized that newly independent territories would normally require some time to consider their commercial policies and their relations with GATT. The Contracting Parties agreed to continue to apply the General Agreement *de facto* to their relations with such territories for a maximum period of two years from the date of independence, provided such territories reciprocated. At the nineteenth session the Contracting Parties decided to extend such treatment for an additional year if so requested by the particular country concerned.

### Regional Trading Groups

The Contracting Parties reviewed at the nineteenth session developments in various parts of the world relating to the formation of regional trading groups. The representative of the Commission of the European Economic Community made a statement concerning recent developments and achievements of the Community, and the Contracting Parties examined various aspects of the formation of the European Common Market, such as the association of overseas territories, the association of Greece and some questions relating to the establishment of the common external tariff of the European Community. The representative of the European Free Trade Association made a statement describing the progress made in the establishment of the EFTA and Finland's association with it. No specific conclusion or recommendations resulted from discussions which followed these statements, but many representatives, including Canada's, underlined the value to the Contracting Parties of full and precise information on developments

in these regional groups and the importance of assuring that their establishment proceeded in conformity with the provisions of the General Agreement.

A report was also presented to the Contracting Parties by the GATT Executive Secretary on his discussions with the Secretary-General of the Organization for Economic Co-operation and Development concerning the relations between the two organizations. It was decided that no formal arrangements would be established between the OECD and the GATT at this stage, but that an exchange of representatives would take place whenever matters of mutual interest were under discussion.

### **Tariff Negotiations**

Canada has participated in the GATT multilateral tariff conference that has been in progress since September 1960 and is now drawing to a close. It has consisted of two phases: negotiations on the level of the proposed common tariff of the European Economic Community, and the so-called "Dillon round". The first phase arose from the need to renegotiate tariff concessions originally contracted under the GATT by individual members of the Common Market. The Dillon round has consisted of negotiations among various member countries aimed at achieving a further reduction of tariffs pursuant to the objectives of the General Agreement. Negotiations were still in progress at the close of the session, and the Executive Secretary made an appropriate report on the progress of the negotiations.

### **Cotton Textiles and Low-cost Imports**

Canada has participated actively in GATT efforts to deal with the special problems of trade in so-called low-cost products. In July 1961, under the auspices of the GATT, special arrangements concerning international trade in cotton textile products were drawn up for one year by countries substantially interested in this trade. The arrangements are intended to provide for an orderly expansion of world trade in these products but at the same time to deal with problems of disruption of markets caused by sudden inflows of large quantities of merchandise at unusually low prices from low-cost countries. More recently, in February 1962, a similar arrangement was worked out on a long-term basis, which has been submitted to participating countries for acceptance.

The problem of market disruption arising from trade in so-called low-cost products is related to another major issue in GATT: the fact that a number of Contracting Parties have invoked Article XXXV of the GATT towards Japan. In effect Article XXXV permits a Contracting Party to avoid applying the provisions of the GATT *vis-à-vis* an acceding country at the time of accession. During the course of discussions at the ministerial meeting in November, a number of ministers expressed the hope that early action could be taken to enable Japan to participate fully in the General Agreement. They agreed that action to disinvoke Article XXXV respecting Japan would add greatly to the effective-

ness of the General Agreement. Canada has not applied Article XXXV against Japan and has supported proposals that its application to Japan should cease.

### **Twentieth Session**

At the close of the nineteenth session, the Contracting Parties elected Mr. W. P. Van Oorschot of the Netherlands as their chairman until the end of the twentieth session. Vice-chairmen elected were Mr. J. B. Daramola of Nigeria and Mr. J. H. Warren of Canada. Mr. Warren is Assistant Deputy Minister of the Department of Trade and Commerce. The Contracting Parties decided that only one session seemed warranted for 1962 and that it should be scheduled for September—October.

# *Protecting the North Pacific Fur Seal*

## AN INTERNATIONAL CONSERVATION EFFORT

CONTINUATION of a wide-ranging programme of research by Canadian, Japanese, Soviet and American scientists that had been agreed on in the Interim Convention for the Conservation of North Pacific Fur Seals (1957) received the approval of the North Pacific Fur Seal Commission during its fifth annual meeting in Ottawa, February 7 to 9. Within the terms of the 1957 convention, the four contracting countries launched a six-year research programme to determine the measures that would make possible the maximum sustainable yield from these resources, with due regard for their relation to the productivity of the other living marine resources in the area.

### **The Conservation Problem**

The fur seal of the North Pacific is prized for the velvety underfur that distinguishes it from the common hair seal. At one time threatened with extinction through indiscriminate slaughter, the fur-seal population now numbers well over 1.5 million. The necessity of protecting the herds from over-exploitation was first recognized early in the nineteenth century; in 1835, when the number of seals had dwindled to a dangerously low level, Russia imposed a stringent ban on the killing of females in and round the Pribilof Islands. By 1867, when the United States bought this island group along with Alaska, the herds had been restored to sizeable proportions.

Under United States administration, the Pribilof herds continued to be protected through a ban on the killing of females and a quota on the number that could be taken on the breeding-grounds. At this time, however, the problem of conservation became complicated by the growth of pelagic sealing. This method of taking the animals proved highly wasteful, since it was not selective and many seals killed at sea sank before they could be recovered.

The conviction that proper management of the fur-seal herds could only be effected by a regulated kill of selected groups on the breeding grounds led to the signing of the North Pacific Fur Seal Convention in 1911 by Canada, Japan, Russia and the United States. This instrument remained in force until 1941. From 1942 to 1957 the Pribilof herd was protected by a provisional agreement between Canada and the United States.

### **Current Measures**

The existing interim convention prohibits the killing of fur seals at sea in excess of a specified number that may be taken pelagically for research purposes by



*North Pacific Fur Seal Commission, fifth annual meeting: Mr. J. A. MacLean, Minister of Fisheries of Canada (left), and Mr. A. A. Ishkov, Soviet Commissioner and Chairman of the Commission for the meeting.*

scientists of the member countries. In certain areas of the North Pacific the pelagic ban is also waived for the operations of aborigines using primitive weapons. Only the U.S.S.R. and the United States are permitted to capture seals on the island rookeries under their jurisdiction to which the seals return each year for breeding. In return for the restrictions imposed on their sealing activities, both Canada and Japan receive a compensatory 15 per cent share of the skins taken by the United States commercial operations on the breeding grounds and, subject to certain stipulations, a similar percentage of the U.S.S.R. take. During the 1961 season the commercial take by the United States totalled nearly 96,000 seals and the Soviet take approached 12,000.

In accordance with plans developed by the Commission, wide-spread research has been carried out by the United States on the Pribilofs and by the Soviet Union on Commander and Robben Islands. The results of this work, together with the results of the research conducted at sea by scientists of the four member countries, were reviewed by the Commission this year. The most extensive aspect of this research consisted in the tagging of seal pups over the years and then observing their migrating patterns and the extent of their intermingling. On the basis of the evidence thus acquired, the Commission has for

some time been aware of overcrowding conditions on the main Pribilof rookeries and, as a corrective measure, has approved the inclusion of specified numbers of surplus female fur seals in the United States commercial take. It was noted that, in spite of the increase in female captures, the number of females was estimated to be larger than the level regarded as necessary for optimum production.

Following this year's decision to approve the continuation of the programme of research and selective capture, operations at sea were resumed in February and will continue along the lines followed over the last five years. On land the scientists will, among other things, give further attention to the number of seals returning to the breeding grounds, to natural mortality rates, reproduction, and the behaviour of the various segments of the herds.

The Commission noted the high degree of co-operation that had emerged, and was being continued, among the scientists of the four countries. The United States Commissioner, Ralph C. Baker, was elected chairman of the Commission to serve through the next annual meeting to be held in Washington, D.C., November 26, 1962. George R. Clark, Canadian Deputy Minister of Fisheries, was elected vice-chairman.

# *International Civil Procedure*

## **ROLE OF EXTERNAL AFFAIRS**

FROM time to time the Department of External Affairs has occasion to provide assistance to practicing lawyers in the extension abroad of the operation of certain of the procedures in course before Canada's courts. Essentially, this is a service complementary to the judicial process in Canada and assists Canadian litigants in obtaining legal remedies beyond the frontiers of Canada.

The facilities most commonly provided have to do with the interrogation of witnesses abroad and the service of documents on defendants resident in foreign countries. It is not unusual for a Canadian lawyer to require evidence to be taken abroad in an action he conducts in a Canadian court; he may be concerned with an estate having part of its assets in a foreign country, or he may need — in a divorce case, for instance — documentary evidence such as the proof of a foreign marriage. The list of possible requirements is lengthy. Even more commonly, the Canadian lawyer is faced with the necessity of serving documents abroad; the usual "notice of trial" and associated documents issued by tribunals to parties to a civil action will often have to find their way to defendants residing in other parts of the world. In such circumstances, the Department of External Affairs can normally provide the solution to the lawyer's problem.

How does one avail oneself of the Department's service in this field? The initiation of business is a simple matter, generally a letter addressed to the Under-Secretary of State for External Affairs at Ottawa, where instructions are despatched to Canadian missions — in practice, usually based on the terms of the requests received from the lawyers, at least in routine matters. It is, as a matter of practice, desirable that the interested parties should direct their requests to the Under-Secretary of State for External Affairs at Ottawa, rather than to the Canadian embassy or consulate in the country where action has to be taken, because Canadian missions can normally only take action in accordance with directives from the Department.

In these matters, the type of assistance which the Department can procure on behalf of interested litigants is limited to civil and commercial operations — it does not extend to criminal cases, of course — and is usually determined with great precision in bilateral international agreements concluded with the foreign country concerned. There are now in force "civil procedure" conventions with some 20 countries, including the major countries of Western Europe. Practically all of them were concluded by the United Kingdom Government before the Second World War, and were made applicable to Canada at the time of conclusion or subsequently.

Practicing lawyers who wish to have evidence taken or documents served abroad would be well advised to start by obtaining the text of the Civil Proce-

dure Convention, published in the Canada Treaty Series (and thus available from the Queen's Printer, Ottawa), in order to examine the procedure available for the purpose in the particular country.

### Serving Documents Abroad

Assuming an individual who has a document to be served abroad, he must, in having that service carried out, insure that it will satisfy the legal requirements of his own court, and be consistent as well with the law of the place in which it is to be effected. Even when a convention permits several forms of service in a foreign country, the mode of service must conform to the requirements imposed by the Canadian court which has ordered it. In the countries with which Canada has conventions there are always two, and sometimes three, methods of service available — that is, service by the competent judicial authorities of the country in question (a bailiff, for instance), or, as an alternative, service by a consular officer. In a number of cases an additional alternative method specified in the conventions — e.g. service by post — is permitted; it is, however, believed to be seldom used.

The service of court documents is possible as well in countries with which Canada has no conventions; but there are some countries (e.g. Switzerland) that require documents to be served within their borders by their own state officials. In such instances, a request must be made to the judicial authorities for aid in effecting the service.

In all cases, including those involving countries with which there is no convention, to serve a document abroad the individual solicitor need simply dispatch his request to the Under-Secretary of State for External Affairs. There is no need for formality. The solicitor should simply include in the letter an undertaking to defray all costs and expenditures, the title of the cause, the name of the court, etc., a request that service of the document be effected in a particular country and an indication of his preference as to the mode of service. When service has been ordered by a court of justice the document should be accompanied by a copy of the order. Of course, complete information as to the name and address of the person upon whom service is to be effected should also be included in the letter. The requirements as to the number of copies and translations vary in different countries; thus, the solicitor should send three sets of the documents and should authorize the Department to make provision for translations if necessary (with the general undertaking as to costs extending to such matters).

It may be noted that the suggestion with regard to translations is a practical suggestion and not necessarily a legal requirement. In nearly all instances translations are only acceptable if certified by a government translator or by a consul. Practically speaking, delay is avoided and expense minimized if authority is given to the Department to make provision for a translation. The authority should be broad enough in terms to enable the Department to follow its ordinary practice

and so leave to the mission in the country of execution the decision of the necessity for translation.

In taking out an order for service it is desirable, if possible, to make provision for the proof of service, or failure to effect service, by certificate rather than by affidavit. The requirement of affidavits is apt to give rise to difficulty as it clashes with the almost universal practice of proving matters of this sort by certificate of a court official or a consular officer. Delays and added expense may be the result of a requirement of affidavits. Where, however, affidavits are insisted upon by the courts, the solicitor should give adequate instructions to this effect.

As has been mentioned, the foregoing procedure can be used in countries other than convention countries, the only difference being that it may be necessary to make an inquiry through the diplomatic channel as to whether the government of the country has any objection to the service of the document being carried out by a Canadian consular or diplomatic officer. An expedient for avoiding delays is to request service by the authorities of the country of execution if service by a consular officer is not permitted by the local laws.

### Taking Evidence Abroad

The methods available for the taking of evidence abroad have more than a basic similarity to the methods available for the service of documents. There are normally three types of procedure available under the civil procedure conventions, two of which are commonly used in other countries with which Canada has not signed such a convention. These procedures are:

- (1) Taking of evidence by the judicial authorities of the country of execution pursuant to Letters of Request (*Commissions Rogatoires*).
- (2) Taking of evidence by an examiner appointed and authorized by the courts of the country of execution pursuant to Letters of Request.
- (3) Taking of evidence by a person appointed and authorized by the courts of the country of origin (usually by commission or by appointment as examiner).

The first and third methods are usually available in countries with which Canada has not signed civil procedure conventions, while the second method is generally restricted to certain of the countries with which conventions have been concluded.

The first method can be used in nearly every country of the world. The authorities in the countries of execution exercise compulsory powers and the testimony given is subject to the local laws of perjury. It is, however, difficult to ensure that the evidence is taken in accordance with procedural rules of a particular Canadian province and the method may involve considerable delay. Thus its use is largely confined to cases in which there may be difficulty in producing a witness voluntarily to give testimony. The third method is comparatively expeditious and effective, assuming that there is no difficulty in producing a witness to give evidence. However, it may present the difficulty of obtaining

a person who is on the spot and who has had training and experience of taking evidence for use in common law courts. (In this regard it should be pointed out that the Department does not normally authorize its diplomatic or consular officers abroad to act as commissioners for the taking of evidence.) While expenses can be high, it is an effective method for use when it is desired that the witness should be examined and cross-examined by legal representatives of the parties. The second method combines the advantages of the first and third. If it is available and, if there is doubt as to the willingness of the witness to testify, it should be adopted.

### **Letters of Request**

In preparing Letters of Request, the practicing lawyer would be well advised to observe certain practices based on convenience. Letters of Request should be addressed to competent authorities of the country of execution rather than to a named court; it then becomes the business of the Department to see that the documents are transmitted through the local authorities to the judicial tribunal in the country of execution that is competent to take the evidence. The documents should be transmitted with at least one copy, together with an undertaking as to costs, to the Under-Secretary of State for External Affairs. As before, the undertaking as to costs should be broad enough to cover all expenses including translation. If the parties are represented by agents in the country of execution, their names and addresses should be disclosed. Where they are not so represented, the documents should, in all cases, be accompanied by complete interrogatories and cross interrogatories.

There is no marked difference in the procedure to be followed in countries where there is no civil procedure convention available. It is usually possible to rely upon Letters of Request in all countries, with the possible exception of the United States. In taking evidence in the United States procedure by commission or by special examiner should be followed. In some countries procedure by Letters of Request is the only course available, as the taking of evidence by a consul or by any other person appointed by the court of the country of origin is not permitted by the local law. Thus, if a lawyer contemplates the taking of evidence in a particular country by a commission or by appointment of a special examiner he should consult the Department of External Affairs to ascertain whether the proposed method is available in the country in question. The position changes from time to time and it is not feasible to set forth with precision a list of the countries in which such procedure is permitted. Apart from these considerations the course to be followed is substantially the same as the convention countries.

In some countries it is possible for Letters of Request to be transmitted directly from court to court and even from the agent to the local ministry of justice. This is, however, a more unusual procedure and, while an inquiry can always be made to ascertain whether such a course is available, experience in-

dicates that time and expense can be saved by transmitting the documents through diplomatic channels.

As with the service of documents, the rules with regard to translation for interrogations and instructions to commissioners on evidence vary from country to country, and the only economical and satisfactory solution is to authorize the Department to make whatever provision is found to be necessary.

The foregoing outline of the methods by which the Department of External Affairs can assist a Canadian lawyer in the taking of evidence and the service of documents in foreign countries is necessarily limited in its scope. It does, however, present a basis for an appreciation of some of the services that the Department can provide. Many complications can, and do, arise. Nevertheless, if the basic rule is followed (a letter to the Under-Secretary of State for External Affairs) most of the complications will be avoided to the satisfaction of all concerned.

# *Canada and the ECLA*

*Mr. Paul Tremblay, Canadian Ambassador to Chile, was the Canadian delegate to the eighth session of the Committee of the Whole of the Economic Commission for Latin America, held in Santiago, February 14 to 16. He delivered the following statement at this session, which was the first meeting to take place since Canada became a member of the organization in October 1961:*

Mr. Chairman . . . Gentlemen,

. . . Speaking on behalf of the Canadian delegation I should like to thank you for the very kind and generous words of welcome that you have just expressed to our delegation on our participation at this meeting as members of the Economic Commission for Latin America. As you have pointed out, this is the first ECLA conference in which we have participated since we became members of the organization last October. It is, therefore, a very important occasion for us, underlining the importance we attach to our relations with Latin America.

Our delegation will follow closely, and with keen interest, the work of this organization. We know how important this work is to the Latin American countries. We know how it contributes to the great efforts they are now undertaking to improve the economic and social conditions of their people. We in Canada have a very direct and immediate concern in these efforts. We realize how vital it is that they succeed. Through our membership in ECLA, we shall understand better the development problems that face Latin American governments, and how these governments intend to overcome them.

Our delegation will follow with particular interest the work of the Latin American Development Institute, whose formation we shall be discussing here. The Canadian Government welcomes the establishment of this Institute, which will help Latin American governments with their development planning and programming. We believe that sound development plans and programmes are essential if the scarce resources available for economic development are to be allocated wisely and effectively. We should, however, like to express the hope that this Institute, when formed, will keep in close touch with other international organizations active in this field. In this way experience can be shared and duplication of effort can be avoided.

The Canadian Government is a substantial contributor to the United Nations' Special Fund, which will help finance the Development Institute. The Canadian Government also contributes to Latin America's economic development through its contribution to United Nations' Technical Assistance Programmes and its subscriptions to the International Bank and its affiliate, the International Development Organization. We are glad to note that the United Nations' Development

Assistance Programmes have played a significant role in Latin America's economic development.

Our delegation will also follow with particular interest the two regional economic groupings in Latin America that ECLA has helped to promote — the Latin American Free Trade Association and the Central American Economic Integration Programme. We congratulate ECLA for the valuable help they have given to the members of these groupings. The Canadian Government appreciates the need that these countries feel to provide increased trading opportunities for their economies. We believe, as our Minister of Trade and Commerce, the Honourable George Hees, stated at the nineteenth session of GATT, on November 28, 1961, that:

effective action must be taken to provide increased trading opportunities for economies in the process of development. This need must be taken into account in whatever resolutions or decisions are adopted by us on this important subject.

Thus, at that GATT session the Canadian Government supported the declaration dealing with the problems of the less-developed areas and the need to promote trade. At the same time, however, the Canadian Government has urged countries forming regional groupings to abide by the internationally accepted rules, and particularly the GATT rules, governing the establishment of free trade areas. They should not lose sight of the important trading ties they have with countries like Canada outside of regional groupings.

Canadian trade with the LAFTA countries is important and mutually beneficial. In 1960 our exports to these countries totalled approximately \$116 million and our imports approximately \$79 million. In 1961 we expect both our exports and our imports from these countries to be even higher. In this trade the Canadian Government's new export facilities have played an important role. These facilities have enabled Canadian exporters to sell to Latin American buyers at attractive, long-term credit terms. Last year, for example, long-term credits provided for the erection of a newsprint mill in Chile, for the sale of diesel locomotives to Argentina and Brazil, and for the sale of rails to Mexico.

As can be seen, therefore, the Canadian Government is keenly interested in ECLA's work and attaches great importance to its new membership. We consider this membership as an important new link with the Latin American countries. We look forward, Mr. Chairman and member delegates, to participating with you in ECLA's work.

# *Government Hospitality Committee*

FORMATION of the Government Hospitality Committee was authorized by the Cabinet early in 1955 because of a sharp increase in the number of official visitors to Canada in recent years. Among the factors contributing to this influx was, of course, the development of airline services, which made it possible for visitors to come to Canada for short periods. In addition, frequent visits have been facilitated by Ottawa's proximity to the United Nations in New York and to Washington, D.C., both of which are today frequented by the representatives of a rising number of newly-constituted nations. The major reason for the increase has, however, been the proliferation of Canada's relations not only with the emergent nations but with all the countries with which Canada has traditionally maintained diplomatic contact. One way of reducing this increasing complexity is by personal consultation, and recent years have seen a marked trend towards personal contacts at all levels of government. A trip to Ottawa, besides allowing the visitor to develop a feeling for a country often remote from him in space and outlook, provides an opportunity for such personal discussion of political and technical problems and is in this way a valuable means of harmonizing Canada's interests with those of its friends and neighbours.

## **Establishment**

The Government Hospitality Committee was created to centralize the handling of these visits; it deals with all types of visitors. In the case, for example, of a visit by the Queen, its responsibility is primary, as it is with all other state visits. These involve a head of state or government who makes a ceremonial visit to Canada on the invitation of the Government. Although official discussions are not excluded, a state visit often serves to symbolize, by appropriate ceremony, friendly relations on the national level. An official visit, on the other hand, involves a guest invited by the Canadian Government to discuss questions of mutual interest on the business level, and it is not always the exclusive responsibility of the Hospitality Committee. Such visits are often undertaken on the initiative of the visitor himself, but it is appropriate for the Government to maintain security and to arrange for the visitor to see those people or places that interest him most.

The Committee is responsible to the Secretary of State for External Affairs; its chairman is the Chief of Protocol. Permanent members of the Committee, in addition to the Chief of Protocol, are representatives of the Governor General's Office, the Office of the Prime Minister or the Privy Council and other government departments whose functions fit them to play a role in the handling of a visit, such as the Department of the Secretary of State, the Department of National Defence (transportation and ceremonial), and the Department of Finance.

Other agencies often represented are the Departments of Justice, Transport and Public Works, and the Ottawa Police Department. In addition, *ad hoc* arrangements are made according to the projects being considered. Anyone may be invited to form part of the Committee, and it is easy to see how visits could involve, for instance, Northern Affairs, commercial companies, universities, city corporations, the St. Lawrence Seaway Authority or almost any organization in Canada.

In a letter of June 14, 1955, to all the heads of departments, informing them that the Government Hospitality Committee was in operation, the Secretary of State for External Affairs remarked that "experience has shown that lack of adequate advance notice concerning prospective visitors is a serious handicap that could well compromise the success of an operation primarily designed to stimulate goodwill between Canada and other nations. Consequently, the Committee strongly urges that before any arrangements are made the first step in any contemplated invitation to persons or organizations abroad should be to inform the Chairman of the Committee . . . so that he may take the necessary steps to avoid clashes in dates and to seek approval of the visit by the Secretary of State for External Affairs and through him, when required, the acquiescence of His Excellency the Governor General, the Prime Minister and the Cabinet".

### **Powers**

The powers of the Government Hospitality Committee were designed so as to fit it for the dual role of co-ordinator and planner, depending on the circumstances and the nature of the visit. In its planning capacity, the Committee is empowered to consider proposals from government departments and from Canadian posts abroad in the light of such factors as timing, nationality, frequency and expense. Upon obtaining the approval of the Prime Minister, it arranges programmes for visitors who come to Canada as guests of the Governor General or of the Government. It is, however, also empowered to co-ordinate the activities of the various departments concerned with the operational aspects of such government hospitality as has already been approved. Although in general it does not assume any detailed direction of the programmes of visitors who fall within the scope of activity of a single department, it should keep an eye on the number of technical or expert visitors invited by individual departments and upon the expenditures involved in such visits. In a general sense, it is empowered to make recommendations on policy concerning government hospitality.

### **Funds**

The bulk of the funds available to the Committee comes from the Government Hospitality Vote, which is administered by the Chief of Protocol. This vote is primarily intended to defray expenses incurred in connection with visits from outside Canada, but it can also be used for entertainment of non-Canadians, such as diplomats, temporarily resident in Canada. If approved by the Chief of Protocol, gifts presented to visitors may be bought from the Government Hospi-

tality Vote. In the case of a state visit, a special vote may be requested from the Department of Finance.

Much of the expense of visits may be borne by departments other than External Affairs, from their own departmental funds. Travel in National Defence or Department of Transport cars, ships or aircraft is paid for by those Departments. Government business railway cars are paid for by the Department of Transport, while supplies used aboard the cars are paid for from the Hospitality Vote.

### **Illustration**

A hypothetical visit will illustrate the procedures which might be employed in arranging a visit and seeing it through to a conclusion. A Canadian mission abroad might suggest to the Secretary of State for External Affairs that the President of the country to which the mission was accredited should be invited to visit Canada, and might suggest a time for the visit. If the suggestion received approval in principle, it would be passed to the Chief of Protocol for consideration by the Government Hospitality Committee. The Committee would then consider the financial aspect and the suggested time. The Committee might report back to the Department of External Affairs that the suggested time of the visit was inappropriate as it would clash with the visit of a V.I.P. from another country. The Committee, after consulting the programmes of the Governor General, the Prime Minister, the Ministers and other authorities chiefly involved with the visit, might suggest another date. The Canadian representative in the foreign country might then be instructed to find out whether the President would find the new date convenient for a visit to Canada and, if an affirmative reply was received, an invitation would then be sent. On its acceptance, the Hospitality Committee would be instructed to plan a programme which would take into account the visitor's main interests. The programme would be submitted to the Secretary of State for External Affairs for approval by the Prime Minister. Meanwhile, the Government House member of the Committee would ascertain whether the Governor General wished to invite the President to stay at Government House, which is customary with heads of state. If the Governor General wished to do so, he would send a personal invitation.

A sub-committee is usually set up to handle liaison with all publicity media, and an announcement is made to the press soon after an invitation is accepted. This would probably be done by the Prime Minister's Office. The announcement often prompts other organizations to make suggestions. For instance, a Canadian university might wish to confer an honorary degree and the community of immigrants from the visitor's country might wish to invite him to visit their community.

The programme having been approved both by the Prime Minister and by the visitor, the Committee would work out details. A division of responsibility would be agreed on that might make the National Defence representatives re-

sponsible for the arrival and departure at the RCAF Uplands station, for motor transport in Ottawa, and a guard of honour at the National War Memorial; Public Works for the decoration of the streets and Confederation Square; the Department of Transport for the aircraft that would fly the visitor from Ottawa to Toronto; Protocol Division for hotel reservations and financing from the Hospitality Vote; and the RCMP for providing an accompanying officer and escort and for security. The Ottawa police would be responsible for movement within the city and their representative would co-operate with the RCMP with regard to escort and convoy arrangements. The representatives of the Speakers of the Senate and Commons might arrange for the visit to the Senate and Commons. These are just a few of the possibilities. There would always be many more details continually coming to light which would be the responsibility of the Protocol Division, such as obtaining and distributing information on who would accompany the visitor and liaison with the municipal and provincial authorities concerning visits outside Ottawa. The head of mission of the visitor's country in Ottawa would probably have many conferences with the Chairman of the Committee and would provide one channel for obtaining information and agreement from the visitor's country beforehand. A member of the Protocol Division of External Affairs is usually Secretary of the Hospitality Committee, and he is entirely occupied with making arrangements for official visits.

Even a partial list of the official visitors to Canada in 1961 would be too long for inclusion here, since the Government Hospitality Committee participated in the arrangements connected with the visits of five heads of state, nine prime ministers, 38 cabinet ministers and 31 senior government officials, as well as of numerous officials of international organizations. The largest group to visit Canada last was a presidential party of 72. There were, however, 12 other delegations, many of considerable size.

The longest visit was that of the President of Iceland in 1961, who began his visit at Quebec, where the Governor General was in residence, and included Ottawa and all the western provinces, before returning to Iceland via Toronto and Montreal, using a variety of means of transport throughout his trip. The first part of the President's trip was classed as a state visit, and he was accompanied by a Canadian Senator of Icelandic extraction representing the Canadian Government and the Chief of Protocol. After reaching Winnipeg, the President travelled unofficially, but was accompanied by a Canadian M.P., also of Icelandic extraction, and by an RCAF officer responsible for administrative assistance.

Attention to such details and careful co-ordination form the basis of the work of the Government Hospitality Committee. As the number of visitors continues to grow, the Committee's role in ensuring that their time in Canada is pleasant and profitable both to themselves and to their hosts becomes increasingly important.

# *External Affairs in Parliament*

## **Geneva Disarmament Conference**

*On February 12, in reply to a question as to whether he had received "an invitation from the head of the Soviet Government to attend, as head of the Canadian Government, the forthcoming meeting on March 14 . . . of the United Nations Disarmament Commission", Prime Minister John G. Diefenbaker said:*

... If the House will permit me I will answer this question in some detail. I have received a message from Chairman Khrushchov, which was handed me directly by the Soviet Ambassador. As is now generally known, Mr. Khrushchov addressed a note to all members of the 18-nation Disarmament Committee proposing that the heads of government should be present when the Disarmament Conference begins its work in Geneva on March 14. . . .

I am not yet in a position to indicate what the Canadian Government's response will be to Mr. Khrushchov's counter proposal.

The letter was a lengthy one, which will have to be studied as a whole so that the full implications of his specific proposal may be assessed. It will also be necessary to consult with other interested governments to determine what procedure will best contribute to progress on disarmament. The Canadian Government has taken the stand that the forthcoming disarmament negotiations should be made the occasion of a maximum, all-out effort toward disarmament. . . .

*Mr. Diefenbaker added that, if "the attainment of an all-out effort toward disarmament" would be forwarded by meetings at the heads-of-government level, he was "sure the House would expect me to attend".*

*On February 15, the Prime Minister reported:*

... My reply has now been transmitted to the message from Chairman Khrushchov in which he proposed that heads of government should attend the opening meetings of the Disarmament Commission when it begins its work in Geneva on March 14. . . .

I made clear to Mr. Khrushchov that I welcomed the spirit in which his proposal appears to have been made, since it would seem to indicate that the Soviet Union attaches importance to the forthcoming disarmament negotiations. The Canadian Government believes that this Conference must be the occasion for the greatest effort which the nations of the world have yet made toward a solution of the pressing problems in the disarmament field. Fortunately a good basis has been laid for the conference in the form of an agreement on general principles. The first task will be to convert these principles into practical measures of disarmament.

In my reply to Mr. Khrushchov I have said I believe the foreign ministers should be present at the outset to give additional direction and impetus to the work of the conference.

As these problems affect all countries, and depend in some degree on all countries for their solution, there is a significant role in these discussions for the middle and smaller powers. The difficult problems requiring solution may in the end yield only to direct conversation among the heads of government.

I have therefore repeated to Chairman Khrushchov what I told the House last Monday, namely that, whenever the presence of heads of government is considered to be advantageous, I should personally be ready to attend such a meeting. Should efforts for disarmament meet with even partial success, then a measure of confidence will have been established which might enable other critical problems between East and West to be dealt with.

## Soviet Proposal for Space Co-operation

*Relying on February 21 to a request that he comment on "the message sent by Chairman Khrushchov to President Kennedy suggesting that the United States and Russia might pool their effort in the development of outer space for peaceful uses", Mr. Diefenbaker said:*

. . . According to the press today, Mr. Khrushchov sent a message in that sense to the President of the United States and suggested there should be co-operation of a scientific, technical and material nature between these two nations in outer space.

As the House will recall, this is a matter which I had the honour of bringing before the United Nations in September 1960. On an earlier occasion I spoke of this to the Canadian Bar Association and put forward the proposition that, in view of the tremendous potentialities in outer space for good and evil, action should be taken among the nations before it is too late to achieve the means to ensure to all nations, great or small, sovereign equality in outer space and, as well, to ensure that outer space will be used for scientific and peaceful purposes. It was also suggested on behalf of Canada that international agreement should be reached as soon as possible on the use of outer space entirely for peaceful purposes, regulating against its use for military purposes.

Anything that may be done to advance such an agreement will certainly receive Canada's support. It is one of the most outstanding problems facing mankind. After what happened yesterday and the two previous flights that were made by U.S.S.R. astronauts, it must be generally considered by mankind that now is the time to prevent developments in outer space that would add to the fear of mankind. In other words, now is the time for the establishment of the rule of law internationally for the control of outer space for peaceful purposes.

## Recent Diplomatic Appointments

*The appointment of a new Canadian Ambassador to Washington was made public by Mr. Diefenbaker on February 12 in the following words:*

... I wish to announce the appointment of Mr. Charles S. A. Ritchie as Ambassador of Canada to the United States of America. Mr. Ritchie, who is at present Permanent Representative of Canada to the United Nations, will succeed Mr. A. D. P. Heeney.

I should like to pay tribute to the outstanding service rendered by Mr. Heeney in his two tours as Canadian Ambassador in Washington. He has rightly earned the highest commendation for his devoted and highly successful role as Canada's representative in the United States. His next assignment and the name of Mr. Ritchie's successor at the United Nations will be the subject of announcements at an early date.

Since joining the Department of External Affairs in 1934 Mr. Ritchie, who studied at the University of King's College, Halifax, Oxford, Harvard and the Ecole Libre de Sciences Politiques in Paris, has held a variety of important appointments at home and abroad. His first assignment abroad was in Washington in 1936 and during the war years he was a member of the High Commissioner's staff at Canada House in London. He later served as Counsellor at the Canadian Embassy in Paris. In 1950 he became an Assistant Under-Secretary of State for External Affairs, and in 1952 he was appointed Deputy Under-Secretary. He was appointed Ambassador to the Federal Republic of Germany and Head of the Military Mission, Berlin, in 1954. In 1957 he was appointed Permanent Representative of Canada to the United Nations. As Canada's Representative there, he made a valuable contribution in furthering Canadian aims in the world forum. We believe that Mr. Ritchie is particularly well qualified to discharge the important duties of head of the Canadian diplomatic mission in Washington.

*On February 20, the Secretary of State for External Affairs, Mr. Howard Green, announced that, in the spring, Mr. Evan W. T. Gill would succeed Mr. Terence W. L. MacDermot, who was retiring from the public service, as High Commissioner for Canada to Australia. Mr. Green paid tribute to Mr. MacDermot's "long and distinguished career" and continued:*

Mr. Gill's extensive and varied experience, both inside and outside the public service, makes him eminently qualified for his new post. He graduated from the Royal Military College in 1923 and received a B.Sc. degree from McGill University in 1925. Before the war he served with industrial and commercial organizations. He joined the Canadian Army in 1940 and rose to the rank of Lieutenant-Colonel in 1944. From 1944 to 1946 he served as Secretary to the Chiefs of Staff Committee and as a member of the Cabinet Secretariat. On demobilization, he was appointed to the civilian staff of the Privy Council

Office and served as Secretary to the Cabinet Defence Committee and other Cabinet committees.

In the Department of External Affairs, which he joined in 1950, Mr. Gill has held with distinction a number of important appointments. He served as Counsellor at Canada House in London during 1950-51, and then became Head of the Personnel Division in the Department. He was appointed High Commissioner for Canada to the Union of South Africa in July 1954 and, in March 1957, he became Canada's first High Commissioner to Ghana. He was appointed Assistant Under-Secretary in April 1959.

Mr. Gill's special interest and wide experience in Commonwealth affairs will, I am sure, be particularly valuable in maintaining our close family links with Australia. These connections are especially important at this time in view of the important economic developments taking place in the Commonwealth.

*On February 27, Mr. Green made the following statement regarding the Government's intention of opening diplomatic relations with six more African states:*

. . . The House is aware that the Government has decided to extend its diplomatic relations with the independent states of Africa by opening two new resident diplomatic missions. On January 29 I informed Hon. Members of the appointment of the first Canadian High Commissioner to Tanganyika, and today I am pleased to announce the appointment of Mr. Fulgence Charpentier as first Canadian Ambassador to the Republics of Cameroun, Chad, Gabon and Congo (Brazzaville). He will be resident in the capital of Cameroun, Yaoundé, with concurrent accreditation to the other three republics.

I am also pleased to announce that diplomatic relations have been established with the Republics of Togo and Senegal. The Canadian High Commissioner in Accra, Ghana, has been accredited as Canadian Ambassador to the Government of Togo; the Canadian High Commissioner in Lagos, Nigeria, who is already accredited to Sierra Leone, has been accredited to the Government of Senegal. This brings the number of African states with which Canada has formal relations to a total of 15. It is hoped that, through arrangements for non-resident accreditation of our two Canadian heads of mission in Ghana and Nigeria, diplomatic relations will be established in the near future with additional French-speaking states in West Africa.

The decision to establish diplomatic relations with these French-speaking African states has been taken because of the increasing importance of Africa in world affairs and the growing influence of these states both within Africa and at the United Nations. The French African delegations have played a notably constructive part in the deliberations of the General Assembly, and the Canadian Delegation has worked closely with them on many issues. Sharing a common French cultural heritage, Canada and the French-speaking states of Africa have a mutual interest in establishing diplomatic relations. The opening of diplomatic

relations with these countries will afford an excellent opportunity for strengthening these natural ties.

I think . . . that this is a field in which Canada can render great service. In 1961 the Government established an annual programme for educational assistance to the French-speaking countries of Africa, which the new mission will help to administer. Mr. Charpentier's appointment will give us a better insight into the problems and requirements of these countries, particularly in areas where Canadian experience will be useful.

Mr. Charpentier, a native of Ste. Anne de Prescott, Ontario, is well known on Parliament Hill and in the City of Ottawa. He was Chief of French Journals in the House of Commons for some years and during the war was director of censorship, receiving the M.B.E. for his services. He was a Controller of the City of Ottawa during the years 1932 to 1935. Since joining the Department of External Affairs in 1947 he has served abroad in a number of posts and is at present head of the Passport Office. Mr. Charpentier, who will take up his appointment shortly, will find that both French and English are used in Cameroun and therefore his proficiency in both these languages will be put to good use.

#### **APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. D. C. V. A. Arnould posted from Ottawa to the Canadian Legation, Prague. Left Ottawa February 9, 1962.

Mr. V. G. Turner posted from Ottawa to the Canadian Embassy, Warsaw. Left Ottawa February 11, 1962.

Mr. G. G. Riddell posted from Ottawa to the Canadian Embassy, Cairo. Left Ottawa February 11, 1962.

Mr. J. Gignac posted from the Canadian Consulate General, Boston, to the Canadian Embassy, Paris. Left Boston February 12, 1962.

Mr. J. C. Langley posted from the Canadian Embassy, Washington, to the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development Paris. Left Washington February 16, 1962.

Mr. I. Gow posted from the Delegation of Canada to the North Atlantic Council, Paris to Ottawa. Left Paris February 23, 1962.

Mr. T. J. Arcand posted from the Canadian Legation, Prague, to Ottawa. Left Prague February 26, 1962.

Mr. P. M. Towe posted from the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development, Paris, to Ottawa. Left Paris February 26, 1962.

Miss M. L. Higman resigned from the Department of External Affairs effective December 29, 1962.

# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of External Affairs as the source would be appreciated.

Subscription rates: One dollar a year

(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,

should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,

Ottawa.

Vol. XIV No. 4

## Contents

April 1962

An Unprecedented Opportunity to Disarm .....	110
United Nations General Assembly .....	119
The International Boundary Commission .....	126
Second Commonwealth Education Conference .....	131
Military Training Assistance to Ghana .....	136
The Idea of Greater Malaysia .....	138
Canada-U.S. Interparliamentary Group .....	142
External Affairs in Parliament	
Role of Canada in Indochina .....	149
Cuban Trials .....	152
Appointments, Postings and Resignations in the Canadian Diplomatic Service .....	154
Treaty Information .....	155

# *An Unprecedented Opportunity to Disarm*

STATEMENT BY THE CANADIAN SECRETARY OF STATE FOR  
EXTERNAL AFFAIRS, MR. HOWARD C. GREEN, TO THE 17-NATION  
DISARMAMENT CONFERENCE IN GENEVA ON MARCH 19, 1962.

I BEGIN my statement today on behalf of Canada by thanking the Acting Secretary-General of the United Nations for the excellent facilities which have been made available. The presence of his representative at this table is of great significance. It emphasizes that all members of the United Nations are vitally concerned with the problem of disarmament. In my opinion, we should never lose sight of this fact in the course of our negotiations. It is obvious that the main purpose of the United Nations is to keep the peace. Of course, under present conditions, that means that disarmament becomes the most important problem of the United Nations, and that forum will always have the main responsibility for bringing about disarmament. There are several reasons why this conference has an unprecedented opportunity to make rapid progress toward agreement.

## **An Area of Common Understanding**

First, there is now an agreement on the basic principles of disarmament unanimously endorsed by the United Nations General Assembly. For the first time there is a common understanding about the objective to be reached, and the guidelines which should be followed in working toward it. As a result, we are in a position to move quickly from a general exchange of views to a detailed consideration of measures which will actually stop the competition in armaments and bring about substantial reductions from the present levels. In my personal opinion the problem of stopping the development of more deadly weapons is perhaps more important than that of bringing about measures of disarmament, although of course both problems are of vital importance.

Secondly, the new negotiating committee is representative of all major geographical areas of the world. This reflects the fact that disarmament is not the concern only of the great powers, but of all countries, however large or however small. The presence at this table of the representatives of eight additional countries is, in my opinion, a major advantage. They will, I am sure, play a valuable role in avoiding the stalemates which have so often developed in past disarmament conferences. Also, the fresh perspective which they bring to the negotiations will assist materially in the search for early agreement. And may I suggest, Mr. Chairman, that the presence of these eight other nations has already been of deep significance as well as of great help to the opening phases of this conference.

### **Salutary Effects of Disarming**

Thirdly, we had just ten days ago the unanimous finding of the United Nations Committee on the Economic and Social Consequences of Disarmament that general disarmament, far from producing adverse economic effects, would be an immense contribution to the advancement of human well-being. There can surely be no doubt that the re-allocation of even part of the enormous resources now devoted to expenditure on armaments would open up unlimited possibilities for the improvement of living standards in all the nations, whatever their social system or whatever their stage of development.

Fourthly, past experience has made us fully aware of the grave consequences which will follow if we permit these negotiations to fail or even to lose momentum. It is now almost two years since the work of the Ten-Nation Committee was broken off. This period has been marked by renewed international tension and a nuclear arms race of increased intensity, of which the resumption of nuclear testing is the most serious aspect. An even more serious deterioration in the international situation will result if our efforts here cannot bring about rapid agreement.

### **A New Responsibility**

Finally, the increasingly devastating power of modern weapons has placed a new responsibility on the representatives who are gathered here. The very fact that all of us around this table fully recognize the immeasurable catastrophe which would result from a conflict involving such weapons in itself provides new motives for meeting the challenge which faces us. In my opinion we cannot allow another failure to establish an effective system of disarmament. If we do not succeed on this occasion, the world may not be given another chance.

As far as my delegation is concerned, we have come to Geneva with the firm intention to continue working without interruption until a comprehensive system of general disarmament has been agreed on. At the same time we hope and expect to see initial agreements reached with the least possible delay. This Committee is obliged to report to the United Nations Disarmament Commission by June 1, and the peoples of the world will expect a substantial measure of progress by then. The time factor is of vital significance in our work, and we should at once start to search for common ground.

The agreed statement of principles forms the basis for discussion and negotiation at this conference. It follows that all measures of disarmament must be carefully phased and in balance with one another, and that reductions of national armaments must be accompanied by improved international arrangements for maintaining peace and security.

### **Alternative Proposals**

Two principal documents are available to the Committee. There is the programme of disarmament put forward by the United States on September 25, 1961. Canada

participated in the drafting of this plan, and fully supports it. The United States representative has emphasized that these proposals have been put forward in a spirit of flexibility and compromise. That is a point to which Canada attaches great importance. In other words, these proposals are not put forward on a "take-it-or-leave-it" basis. There is also the draft treaty advanced by the representative of the Soviet Union, based on the Soviet plan of September 23, 1960.

These two documents are the result of a long period of study. This is not to say, however, that either of them represents the only solution to this disarmament problem. The eight new members of the Committee will undoubtedly make suggestions of their own. Their views should provide a further valuable contribution to the solution of the problems before us, and they will receive very careful study by my delegation.

### **Useful Parallels**

In considering the two plans which are now before us, we should first seek out common elements on which there is a chance of early agreement. The United States proposals are presented in the form of a "programme", and the Soviet proposals in the language of a "draft treaty", but this is largely a difference of presentation. The substantive provisions contained in the two documents parallel one another in several respects, and I suggest that we should take full advantage of this fact in trying to define and enlarge the area of agreement between the two sides.

Starting from the joint statement of principles, we should search out specific problems on which the two sides are close to agreement and try to settle these as quickly as possible. Having achieved this, we should then go on to study problems on which the two sides are further apart — first to clarify differences, and then to resolve them. In this way, my delegation believes, we can systematically move toward a comprehensive system of disarmament and complete the fulfilment of the tasks which have been given us.

### **Areas for Quick Accord**

I have suggested that we should begin our work with an examination of areas in which rapid agreement might be achieved. There are several examples which could be cited. The following list will help to illustrate the approach which my delegation has in mind.

The first example: The United States and Soviet proposals both provide for means of ensuring that rockets and satellites placed in orbit or launched into outer space will be used for peaceful purposes only. Provision is also made for advance notification of an international disarmament organization about all such launchings. Both sides have an overriding interest in reaching an understanding which will ensure that scientific advances in this field serve only the cause of peace. There is therefore, Mr. Chairman, every reason why agreement should be reached in short order. And may I point out that, just this morning,

we read in the newspapers a report of a United States offer to the Soviet Union of a joint space plan. All of this indicates that it should be fairly easy to reach agreement on this particular subject.

The second example: The United States proposals contain suggestions for observation posts and other procedures designed to reduce the risk of surprise attack or accidental war. Specific proposals to this effect do not appear in the new Soviet draft treaty, but similar ideas were advanced in the Soviet plan of September 23, 1960, and again in the memorandum submitted by the Soviet Union to the United Nations on September 26 of last year, 1961. The fear that war could break out through accident or miscalculation is a continuing source of international tension, which increases as more and more dangerous weapons are developed. Both sides have a vital interest in removing these fears as soon as possible. Both sides have proposed measures which would provide means of doing so. Further negotiation, and a willingness to compromise, could produce agreement in this field.

### **Chemical and Germ Weapons**

The third example: The United States plan calls for technical studies of means to deal with chemical and bacteriological weapons. The Soviet Union has also put forward a suggestion for joint studies in this area in its plan of September 23, 1960. In the opinion of my delegation, such technical studies should begin immediately. On the basis of existing proposals, it would appear that full agreement already exists on this point and that there is no reason for further debate before concrete action is taken.

The fourth example: Provision is made in both plans — although at different stages — to cease production of fissile material for weapons purposes and to transfer existing stocks to peaceful uses. The increased amount of the *initial end* reductions proposed by the United States representative here on March 19 means that, by the time the second stage is completed, stockpiles will have been very greatly reduced. This fact brings the United States position much closer to the Soviet view that all such stockpiles should be eliminated in Stage II. In our opinion, further negotiation could bring about full agreement.

The fifth example: Both plans contain proposals designed to prohibit the wider spread of nuclear weapons. A resolution submitted by Ireland, calling for international agreement in this field, was endorsed by all the members of the United Nations at the sixteenth session of the General Assembly, just a few months ago. What is required now is early action to bring this recommendation into force.

### **Conventional Arms and Manpower**

The sixth example: The United States programme and the Soviet draft treaty both call for reductions of conventional arms in the first stage. The Soviet plan provides for reductions proportionate to manpower cuts. At our second meeting,

the representative of the United States put forward new proposals calling for a reduction by 30 per cent. My delegation believes that this development brings the views of the two major military powers closer together. Detailed negotiations should begin at once to remove remaining differences.

My seventh example is as follows: In the crucial field of nuclear disarmament, the positions of the two sides have likewise been brought substantially closer by the significant new United States proposals for a 30 percent reduction of nuclear-weapons delivery vehicles in the first stage. The Soviet draft treaty calls for the complete elimination of all such vehicles in the opening stage. Nevertheless, having in mind the magnitude of the initial cuts proposed by the United States, as well as the agreed principle of balance, my delegation believes that detailed negotiation should bring the two major military powers to agreement on phased reductions in this field.

In these seven areas, and there are probably others, we believe that an appreciable measure of common ground already exists. There is a second category of problems in which there remain more pronounced and generally well-known differences between the two sides. I shall not dwell on them today, with the exception of the vital issue of stopping nuclear-weapons tests, which requires special mention.

### To Break the Testing Deadlock

Canada deeply regretted that the Soviet Union last August broke a three-year moratorium on testing, for we are opposed to all nuclear-weapon tests. In this we share the view of most other countries. Indeed, the major nuclear powers themselves have stated at this very conference that they would like to see all tests stopped. However, they now find themselves unable to reach final accord owing to disagreement on inspection. Is there no alternative to another series of tests with all the harmful consequences that such action could bring? Is it not possible, within the framework of this Committee, to make further effort which is required to break the deadlock? In my opinion, such an effort must be made, for otherwise the prospects of this conference itself could be seriously threatened. We already see, in despatch after despatch, stories that this disarmament conference is doomed to failure. These stories are based on the talks on nuclear-weapon tests which have taken place between the nuclear powers and in which the other representatives at this conference have not been involved at all. In the minds of the public the impression has been created, because of the disagreement in these nuclear-test talks, that this conference is going to be a failure. This, I submit, is a very bad situation, and one which I hope will be clarified by the correspondents of all our countries. As a start, it would be most helpful to receive a report on these informal talks which have been taking place on this subject from the three participants. Countries which do not possess nuclear weapons cannot put a stop to these tests; however, we can and do appeal to the nuclear states to do everything in their power to see that a solution is not further delayed.

There is a third category of problems in which the extent and the nature of the disagreement between the two sides are far from clear. As representatives will have noticed, I referred earlier to cases where there is disagreement but where that disagreement is clear-cut and everyone understands what it is. What is required to resolve this third category of differences is, in the first instance, an intensive discussion which will demonstrate precisely what the positions of the two sides are. We must find out exactly the position taken by the two sides. To avoid continued misunderstanding, the respective interests of the two sides should be brought into the light of day and the possibility of an accommodation of views examined in good faith.

### **Problem of Inspection**

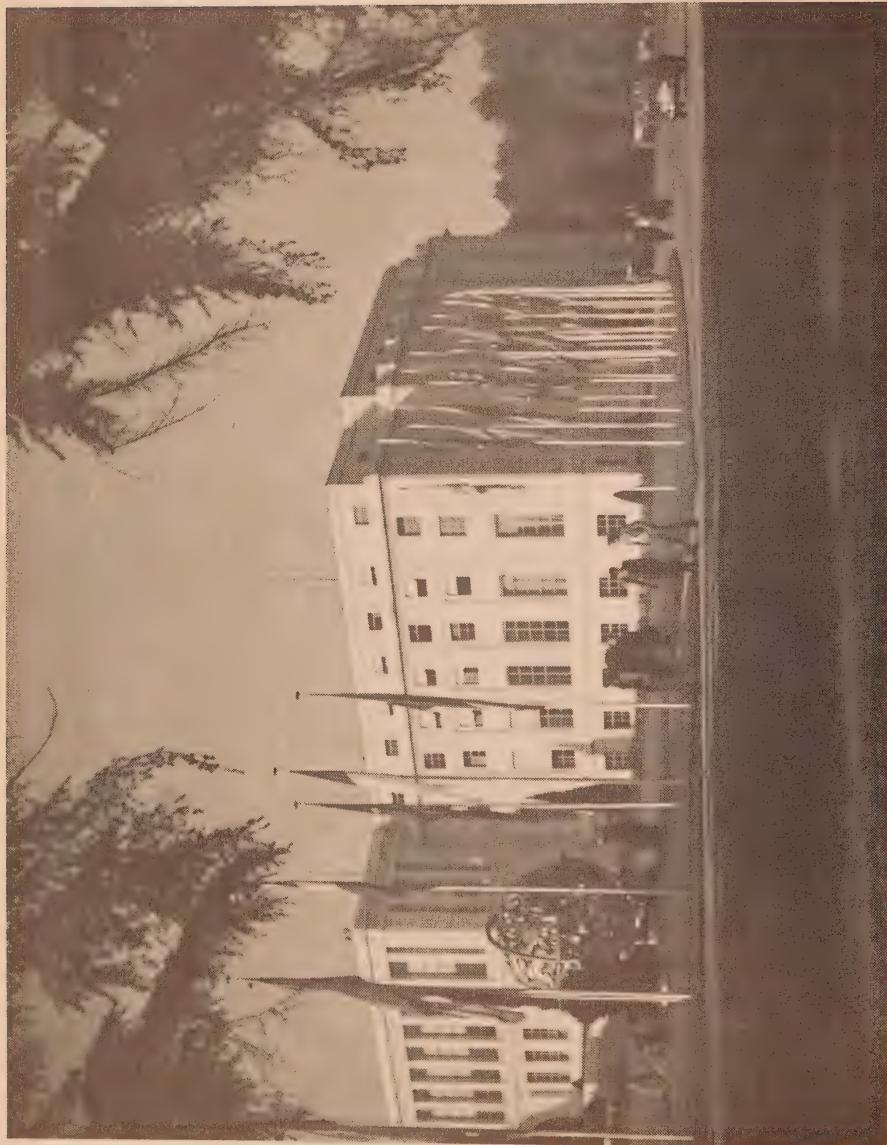
One of the most fundamental problems requiring this kind of examination is the question of verification. Canada's willingness to contribute to a verified system of disarmament has been demonstrated by the offer which my Government has made, and which still stands, to throw open its northern areas for inspection in exchange for comparable rights in corresponding areas of Soviet territory.

In the opinion of my delegation, the best way to achieve a realistic solution of the problem of verification is to avoid any further discussion in the abstract. We should avoid abstract debates on the word "verification". Instead, there should be careful examination of each measure of disarmament *together with* the specific verification procedures to ensure that all states carry out that particular disarmament measure. In other words, let us take a measure of disarmament and with it study the verification needed for that measure, rather than studying verification in general.

### **An Illustration**

Let us take an example from the Soviet draft treaty to illustrate my point. Article 5 provides for the elimination of certain means of delivering nuclear weapons and for the cessation of the production. Paragraph 3 of this Article provides that the implementation of these measures should be verified by inspectors of the international disarmament organization. The language of the Soviet draft treaty suggests that substantial inspection would be allowed over this measure of disarmament. What we need to clarify is how much the inspectors are to be allowed to see and the conditions under which they would carry out this work. Having done that, the Committee would then be able to judge how adequate the inspection arrangements would be for verifying the execution of this particular measure.

In pursuing an examination of the problem of inspection, particularly in the area of disarmament which I have just mentioned, the application of sampling techniques, as suggested by the United States representative, should facilitate agreement. This approach ought to go a long way toward removing fears that inspection will be out of balance with disarmament or be used for any illegitimate



PALAIS DES NATIONS, GENEVA

*Site of the current 17-Nation Disarmament Conference*

purpose. We sincerely believe there is great hope of reaching an agreement on the question of verification through some type of sampling procedure.

The same method of careful, painstaking examination, rather than abstract debate, should be applied in other areas where important but ill-defined differences appear to exist between the two sides.

### **Procedural Proposals**

Finally, Mr. Chairman, I should like to make some proposals concerning procedure. Ever since the breakdown of the Ten-Nation Committee nearly two years ago, Canada has been convinced that rapid progress in disarmament negotiations would require a more efficient procedure than has been adopted in the past. In particular, we believe that agreement on effective procedural arrangements is a matter of the first importance if a Committee of this size, with 17 or 18 nations participating, is to operate effectively.

The immediate question is how to proceed from the present exchange of general views on disarmament to a detailed examination of the specific problems. In the opinion of my delegation, an effective working procedure would be as follows: First, an informal committee of the whole conference should be established on a continuing basis, with the number attending from each delegation being more limited than at plenary meetings. Second, the co-chairmen should be given the responsibility for presiding over this committee on alternate days. They should maintain close consultation with one another on the order of business. I think the plan we are following now in plenary meetings of having rotating chairmen is very good, although I know from personal experience that it is more or less an honorary position and puts one in the category of being king for a day. But we believe that for the informal committee it would be much wiser to have the co-chairmen in the chair on alternate days. Third, the emphasis in the committee should be on an informal and private method of work. There need be no list of speakers, and no verbatim records should be kept. A summary record could be provided for the information of delegations.

The main purpose of this informal working committee would be threefold: first, to follow up as a matter of priority the common elements in the two plans, such as the seven points which I mentioned earlier; second, to try to achieve reasonable compromises in remaining areas where clear differences between the two sides persist; and third, to make more precise the points under dispute in areas where differences between the two sides are yet ill-defined.

### **Lesson of Laos**

In suggesting this procedure, my delegation has had in mind the experience of the conference here in Geneva on the future of Laos. Although there are continuing difficulties in the field in that unhappy country, the work of the conference here in Geneva has been successful. This has been due in large measure to the fact that an effective procedure was adopted, a procedure similar to the one I am

now suggesting for the disarmament conference. At our meeting on Friday, the representative of India, Mr. Krishna Menon, also referred to the experience of the Laos conference — of course, India, like Canada, is participating in that conference — and he asked in this context that the Committee meet informally so that the representatives of the United States and the Soviet Union might provide clarification of their respective ideas. We support this idea and agree with this proposal, but what we have in mind in addition is to use the proposed informal committee not only for the purpose of seeking information, but, more importantly, as a continuing forum for negotiation. By inviting the guidance of the co-chairmen, we recognize that the United States and the Soviet Union have by far the greatest responsibility in the field of disarmament. I do not suppose that either one of these great nations ever sought this position of prominence or leadership in the world, but they are both in that position and they are essentially the two which must agree. It is essential that they work closely together to reach an accommodation of views.

In conclusion, while the problems of disarmament are difficult, there is clearly evident in this Committee a will to achieve results and, more important, a realization of the sobering responsibility we bear for the survival of civilization. The consequences of failure are too disastrous to contemplate. I am confident that we will justify the faith and the trust which mankind has placed in us. From all over the world today, the eyes and the thoughts of people are focussed on this conference.

# *United Nations General Assembly*

## FIRST RESUMED SIXTEENTH SESSION

THE sixteenth session of the United Nations General Assembly opened on September 19, 1961, and recessed on December 20. On January 15, 1962, it resumed, mainly to enable the Fourth (Trusteeship) Committee to deal with arrangements for the termination of the trusteeship agreement under which Belgium administered Ruanda-Urundi. Other items, however, were carried over from the first part of the session, including those relating to the situation in Angola, information from non-self-governing territories (Southern Rhodesia and British Guiana), and a Cuban complaint against the United States. On February 23, the Assembly adjourned after having decided to hold a second resumed session in the first week of June to give further consideration to the future of Ruanda-Urundi, the last UN trust territory in Africa.

### **Ruanda-Urundi**

The Fourth Committee resumed its work in January with a discussion of the future of Ruanda-Urundi. The main document considered was the report of the United Nations Commission for Ruanda-Urundi headed by Ambassador Dorsinville of Haiti, which also included representatives from Iran and Togo. Consideration of this report, submitted in November 1961, had been deferred by the Fourth Committee at the request of Belgium, which, at the time, was engaged in talks with the political leaders of Ruanda and Urundi.

The report dealt with the implementation of the provisions of a resolution on Ruanda-Urundi adopted by the General Assembly at its resumed fifteenth session in April 1961. The resolution called for a number of measures to facilitate the termination of the trusteeship agreement for Ruanda-Urundi at the earliest possible date. The task assigned to the Dorsinville Commission was to follow the progress of events in Ruanda-Urundi, to supervise elections and the preparatory measures preceding them, and to assist and advise the administering authority. As regards the elections themselves and the referendum on the future of the *Mwami* (king) in Ruanda, the task of the Commission involved reporting on whether the pre-electoral atmosphere was such as to permit political workers and leaders to resume normal democratic political activity, and whether the organization of the actual voting was such as to provide for a secret ballot and an accurate count of the vote.

The Commission's report commended the co-operation and assistance of the Belgian administration, which made it possible to organize "the most effective possible system for supervising the elections". The Commission reported that in Urundi all political parties were able to express their opinions "freely and

calmly". The polling had taken place with no serious incident and the final results had been a success. However, as regards Ruanda, the Commissioners were divided on whether an atmosphere which permitted normal democratic political activity had, in fact, been achieved. They therefore decided, after drawing attention to the existence of tribal violence and cases of local intimidation, to leave it to the General Assembly to form its own judgment on the basis of the facts. Ambassador Dorsinville expressed the personal view that, although the atmosphere prevailing before the elections was not exactly what the General Assembly had in mind, "it would be in the higher interests of the peoples of Urundi and Ruanda for the fact of the elections to be accepted so that these peoples may be given the status of legitimacy necessary to their accession to independence".

In the Committee the discussion centred on two main questions — a target date for independence of the territory and whether, on achieving independence, the territory should become one state or two.

### Demand for Independence

Opening the debate, the Foreign Minister of Belgium, Mr. Paul-Henri Spaak, expressed the view that independence could be brought about rapidly some time after April 1962. Regarding the unity of the territory, he pointed out that historically Ruanda and Urundi had been two kingdoms, which Belgium had joined for administrative reasons, and that the representatives of Ruanda and Urundi had stated in Brussels that they wanted complete political independence *vis-à-vis* each other. He also questioned whether it was possible to unite two countries one of which was a monarchy and the other (Ruanda) now a republic.

During the debate representatives of Ruanda and Urundi affirmed the desire of their governments to achieve independence as separate political entities by the middle of 1962 while maintaining monetary, customs and economic ties. While some members of the African-Asian group expressed support for a firm and early date for the ending of trusteeship in accordance with the wishes of the two local governments, others were convinced that efforts should first be made by the United Nations to help the governments of Ruanda and Urundi find a formula for political unity. They favoured delaying the setting of a date for the independence of the territory until these efforts had been made and suggested that a new Commission be sent to the territory for this purpose.

After prolonged negotiations behind the scenes, a compromise draft resolution co-sponsored by 30 African-Asian delegations was submitted which, after some revision by the co-sponsors and amendment by the Committee, was adopted by a vote of 87 in favour (including Canada), none against, with 11 abstentions (mainly Soviet bloc). Later, in plenary, the resolution was approved with 86 in favour, none against and 11 abstentions.

The resolution expressed the view that "the best future of Ruanda-Urundi lies in the emergence of a single state with economic unity, common defence and external relations". It provided for the establishment of a new five-member

Commission for Ruanda-Urundi (Togo, Iran, Liberia, Haiti and Morocco were later elected by the Assembly to serve on the Commission). Its task was to go immediately to the territory to ensure the achievement, with the co-operation of the administering and national authorities, of a number of objectives including the reconciliation of political factions in the territory and the return and resettlement of all refugees. As regards the question of the withdrawal of Belgian military forces before independence, which created considerable difficulty in committee, the resolution included a provision which called for the rapid withdrawal before independence of Belgian forces but permitted the retention of certain Belgian personnel, as an interim measure, after independence.

The resolution further provided for the convening by the Commission, as soon as possible, of a high-level conference in Addis Ababa (Ethiopia) presided over by its Chairman and composed of representatives of Ruanda and Urundi, to find a formula for the closest possible form of political, economic and administrative union between the two parts of the territory. The Commission was also asked to see that all powers of internal autonomy were transferred to the Governments of Ruanda and Urundi not later than April 30, 1962.

The resolution proposed setting July 1, 1962, as the date for terminating the trusteeship in Ruanda-Urundi. This would be subject to the approval of the General Assembly upon examination of the Commission's report at a resumed session which the Assembly decided to call in the first week of June 1962 to consider the question of Ruanda-Urundi exclusively.

### **Canada's Interest**

Canada's interest in the problems of the trust territory of Ruanda-Urundi has been heightened by its participation with Brazil and Tunisia on the three-member Special Amnesty Commission for Ruanda-Urundi created by the General Assembly in April 1961. During the resumed session, the Canadian member of that Commission served as Canadian representative on the Fourth Committee. While expressing Canada's preference for Ruanda-Urundi's independence as a unified state, he cautioned against trying to impose unity on the two states against their will. He endorsed the idea of sending a new United Nations Commission to the territory to provide advice on the various constitutional issues which might arise. As regards the date of independence, he indicated that the Canadian Delegation held no rigid views but thought that a firm date should be set not later than the end of 1962, that it should be an early date and that it should be acceptable to the Governments of Ruanda and Urundi and the administering authority.

During the resumed session, the Fourth Committee also adopted, by a vote of 49 in favour (including Canada) to 1 against and 45 abstentions, a resolution on the question of the *Mwami* of Ruanda, which had been the subject of a referendum supervised by the Commission for Ruanda-Urundi. The resolution requested the new Commission, as a matter of urgency, to hold talks with the administering authority, the Government of Ruanda and the *Mwami* and his

representatives, with a view to reaching agreement concerning the future of the kingship. The resolution in plenary was approved by a vote of 55 in favour, none against, with 46 abstentions.

### **Information from Non-Self-Governing Territories**

Under this item, the Fourth Committee had before it two draft resolutions submitted last December. One of these, concerning British Guiana, would have had the Assembly request the Governments of the United Kingdom and British Guiana to resume negotiations on a date for the territory's independence. In view of the United Kingdom's announcement of January 15, 1962, that it was willing to hold a constitutional conference in London in May 1962 to discuss the date and arrangements to be made for the territory's independence, the co-sponsors decided not to press the resolution to a vote and the Committee concluded its consideration of the question for this session.

On the question of Southern Rhodesia, the Committee adopted an 11-member resolution by a vote of 56 in favour, with 20 against (including Canada) and 22 abstentions. Later, in plenary, the resolution was approved by a vote of 57 in favour to 21 against (including Canada) with 24 abstentions. In this resolution, the Assembly requested the special 17-member committee it had established in November 1961 for the purpose of examining the implementation of its 1960 Declaration on the Granting of Independence to Colonial Countries and Peoples to consider whether the territory of Southern Rhodesia had attained a full measure of self-government, and to report to the seventeenth session.

The Canadian Delegation's position on this resolution was guided by the belief that its adoption would not be in the best interests of the people of Southern Rhodesia. While acknowledging that the United Nations should closely follow developments in the Federation of Rhodesia and Nyasaland, the Delegation considered that at the present stage any direct intervention by the United Nations would prejudice the success of the efforts being made by the United Kingdom to bring those territories further along the road towards independence in a peaceful atmosphere. The Canadian Representative believed that objections raised by the nominal administering power, the United Kingdom, should be given proper weight. As he pointed out, if the Committee of Seventeen were to find that Southern Rhodesia was not self-governing, the administering power would be required to transmit information under Article 73 (e) of the Charter, when in fact it was not qualified or authorized to speak for Southern Rhodesia because of the unusual constitutional position of the territory.

### **Angola**

The question of Angola was dealt with in plenary without reference to any Assembly Committee. The General Assembly had before it the report of the sub-committee on the situation in Angola established in April 1961. That report, a moderate and objective one, concluded that a peaceful solution in Angola

required efforts towards an immediate end to bloodshed through negotiation with the nationalists and co-ordinated political, economic and social development to prepare Angola for self-government and self-determination. It referred to the sub-committee's difficulty in completing its task as a result of Portugal's refusal to permit its members to visit Angola and stressed the need for constructive co-operation between the Government of Portugal and the United Nations as the best means of bringing about a prompt end to the conflict and a peaceful evolution towards the objectives stated in the United Nations resolutions.

Two draft resolutions on the question were considered by the Assembly. One, sponsored by Bulgaria and Poland, proposed the application of sanctions against Portugal "until all the resolutions of the Assembly and the Security Council regarding Angola have been carried out."

From the outset, the African-Asian members adopted a more moderate approach in keeping with the sub-committee's report; this was later reflected in a 45-member draft resolution. While strongly critical of Portuguese policies and urging their immediate revision to meet the objectives of earlier resolutions, the co-sponsors did not propose the use of sanctions as a means of forcing such changes. Their draft resolution succeeded in rallying overwhelming support for the African-Asian resolution and in defeating by a vote of 26 in favour, 43 against (including Canada), and 32 abstentions, the more extreme Bulgarian-Polish draft resolution.

The African-Asian resolution, adopted after some revision by a vote of 99 in favour to 2 against (South Africa and Spain), with 1 abstention (France) and 2 absent (Iceland and Portugal), reaffirmed "the inalienable right of the Angolan people to self-determination and independence" and urged the Government of Portugal to undertake political, economic and social reforms in the territory without delay with a view to the transfer of power to the people of Angola. It also called upon the Portuguese authorities to desist from repressive measures against the Angolan people and appealed to Portugal to release immediately all Angolan political prisoners. The resolution further asked the sub-committee on the situation in Angola to continue its work and to report to the Security Council and the General Assembly on ways and means of securing the implementation of the resolution. It requested member states to use their influence to secure the compliance of Portugal with the resolution and asked them to "deny to Portugal any support and assistance which may be used by it for the suppression of the people of Angola". Finally, it asked Portugal to report to the seventeenth session of the General Assembly on the measures taken to carry out the resolution, and recommended that the Security Council keep the matter under constant review.

The Canadian Representative, in expressing the deep concern of the Canadian Government and people over the course of events in Angola, endorsed the suggestions in the sub-committee's report as a practical means of bringing peace to Angola. "It would be unrealistic" he said, "to expect the people of Angola to

remain unaffected by the wave of pressure for independence, freedom and equality which has swelled over Africa in the past few years. The prerequisite to satisfactory political development is that there should be broad general agreement on ultimate objectives between the people of a non-self-governing territory and its administering power. This entails in Africa today a clear acknowledgement that self-determination is the goal of political development. . . . In the opinion of the Canadian Delegation, that part of the resolution which asks the Government of Portugal to undertake political, economic and social reforms with a view to the transfer of power to the people of Angola constitutes an essential step towards the restoration and preservation of peaceful conditions in Angola". "Constructive co-operation by the Government of Portugal," he added "offers the best hope of bringing the conflict to an early end, of promoting peaceful evolution towards the objectives stated in the United Nations resolutions on Angola and of restoring the harmonious relationship between Portugal and the people of Angola".

### **Cuban Complaint**

Cuba's allegation that the United States was planning aggression against Cuba was considered by the Assembly's First (Political and Security) Committee without any resolution being adopted. The only resolution put forward, a draft co-sponsored by Czechoslovakia and Roumania, sought the Assembly's support for an urgent appeal to the United States "to put an end to the interference in the internal affairs of the Republic of Cuba". It also called on the Governments of the United States and Cuba "to settle their differences by peaceful means, through negotiations, without recourse to use of force".

The main participants in the debate were Cuba and the Soviet bloc, which spoke in support of the draft resolution, members belonging to the Organization of American States, who rejected the Cuban allegations as without foundation, and a number of African-Asian members, who proposed that the United Nations take note of United States assurances that it had no aggressive intentions towards Cuba.

In committee, only one preambular paragraph was adopted recalling the aims of the United Nations "to develop friendly relations based on respect for the principle of equal rights and self-determination of peoples and non-interference in the internal affairs of any state". Canada abstained in this vote. The remainder of the resolution was rejected in separate votes and the draft resolution was therefore not put to a vote. The operative paragraph calling for an urgent appeal to the United States was rejected by a vote of 11 in favour to 50 against (including Canada), with 39 abstentions. The paragraph referring to negotiations between the two governments was rejected by a vote of 39 in favour to 46 against (including Canada), with 15 abstentions.

Canada joined the majority in opposing the resolution, since it prejudged the issue and was an attempt to make mischief in an already complicated situation. It considered that there was no point in supporting any part of this Communist

move, which, however innocuous it appeared, was designed to make United States-Cuban relations worse.

In plenary, the Mongolian Delegation introduced a new draft resolution embodying the preambular paragraph adopted in Committee. This manoeuvre was denounced by the United States Representative as an attempt to force members into the apparent dilemma of voting against self-determination and other Charter principles, or of adopting a resolution which would have an unintended effect.

In the vote in plenary, the paragraphs of the new resolution were adopted on separate votes, mainly because of the great number of abstentions (including Canada). However, the resolution as a whole was rejected by a vote of 37 in favour to 45 against (including Canada), with 18 abstentions.

# *The International Boundary Commission*

NO TWO COUNTRIES in the world share a longer boundary than Canada and the United States. Yet the "54-40 or fight" type of slogan that reverberated across the border and disrupted its tranquillity during the nineteenth century can now safely be considered as part of a bygone era. The serenity that characterizes the border today is due in large measure to the surveyors, engineers and guides from both countries who, since pioneer days, have laboured to fix the boundary's location beyond dispute. Their joint mission took them into the most impenetrable reaches of the continent, exploring unmapped territory, scaling the Rockies, crossing the Arctic wastes and withstanding the attacks of Indians who took them for invaders. The result of their efforts was one of the most clearly-marked boundary lines in modern history.

## **Boundary Treaties.**

The boundary between Canada and the United States, including the boundary with Alaska, is over 5,527 miles long. Since 1782 it has been the subject of no fewer than 17 agreements and two arbitrations. Its several sections were originally defined in the treaties between the Governments of Great Britain and the United States signed in 1783, 1814 and 1846. The boundary between Canada and Alaska was originally defined in the treaty between the Governments of Great Britain and Russia signed in 1825, the definition of the latter treaty being repeated in the Treaty of Cession of 1867, by which the United States acquired Alaska from Russia. So little was known of the geography of the areas concerned, however, and so erroneous were the maps upon which the negotiators of the treaties had to rely, that it was necessary from time to time to negotiate a number of additional treaties, conventions and protocols before the boundaries as we now know them were finally agreed on.

While the various treaties<sup>1</sup> between 1783 and 1892 defined the boundary and provided for its delineation, it proved quite another matter for the commissioners appointed to implement the treaties to agree on the specific ground locations of a number of long boundary courses as defined in the treaties. As the frontier of the nation moved westward, it was found that, owing to the lack of accurate geographic knowledge of the country at the time the original treaties were made, the treaty descriptions of parts of the boundary were subject to several interpretations. The difficulties of transferring to the ground the line confidently drawn on a map by the treaty-makers proved in many cases to be almost overwhelming. Many times, during the three surveys that have permanently marked the portion eastward from the Great Lakes, the surveyors on the ground must have uttered

<sup>1</sup>Notably the Treaty of Peace of 1783, the Jay Treaty of 1794, the Treaty of Ghent of 1814, the Convention of London of 1818, the Ashburton-Webster Treaty of 1842, the Oregon Treaty of 1846, the Washington Treaty of 1871, and the Convention of 1892.



*British Survey Commission of 1872, at the time of its survey of the 49th Parallel from the Lake of the Woods to the summit of the Rocky Mountains. W. F. King (second from left, standing), a University of Toronto student at the time, later became Dominion Astronomer and the first Commissioner of the International Boundary Commission.*

incisive comments about the portly plenipotentiaries whose tortuous creations confronted them at every turn. Hall's Stream, for example, which makes up 26½ miles of the border between New Hampshire and Quebec, changes its direction 767 times in that brief span.

Because of the deterioration or loss of boundary monuments, it was found necessary over the years to re-survey and re-mark the boundary in several places. This was done concurrently by the two governments. It was eventually realized that this problem could not indefinitely be treated on an *ad hoc* basis, and a treaty was signed in 1908 "for the more complete definition and demarcation of the boundary between the United States and the Dominion of Canada".

By this time the increasing economic importance of the adjoining territories of the two countries, the discovery of gold in Alaska and the Yukon, the increase in population, and the problem of enforcing customs and immigration laws had created the need for a more effective demarcation of the line on the ground. If questions of jurisdiction over territory along the border were to be avoided, it was necessary that the line should be accurately surveyed, mapped and marked for its entire length.

Although the boundary was shown on maps, several sections had not been marked at all, and the sections that had been marked were in a most unsatis-

factory condition. The Alaskan boundary had just been settled and, of course, had not yet been marked. Although the 49th Parallel boundary west of the summit of the Rockies had been determined and marked in a number of river valleys and at several other points by a commission during the years 1857 to 1862, the marking was again unsatisfactory. There were long intervals across the mountains where no marks had ever been set up. Across the prairies from the Lake of the Woods to the summit of the Rockies, much of the boundary, originally surveyed along that part of the 49th Parallel from 1872 to 1874, was marked only by stone cairns or mounds of earth, which were rapidly disappearing. The boundary through the St. Lawrence River, the Great Lakes and the other waterways to the Lake of the Woods, though shown on official maps as a curved line, had never been accurately defined by geographic co-ordinates. The boundary from the source of the St. Croix River to the St. Lawrence, which nearly caused full-scale hostilities during the Aroostook War in 1839, had received little attention since it had originally been surveyed and marked between 1843 and 1845, and many of the iron monuments erected at that period were known to have been broken or removed. The boundary from the Atlantic Ocean through Passamaquoddy Bay and the St. Croix River had never been accurately defined or laid down.

### **Boundary Delineation**

Under the treaty of 1908, the two commissioners already appointed to complete the demarcation of the Canada-Alaska boundary were charged with the task of completing the demarcation of the entire Canada-United States boundary, with the exception of the section running through the St. Lawrence River, the Great Lakes and their connecting waterways. Under the treaty, this latter section was to be surveyed and marked by the International Waterways Commission, which had been organized in 1905 to investigate and report on the conditions and uses of the waters adjacent to the International Boundary Line.

In 1915 the International Waterways Commission had been disbanded, its duty of boundary demarcation through the St. Lawrence River, the Great Lakes and their connecting waterways having been completed. It subsequently became apparent that on this section of the boundary several monuments required moving or repairing. Furthermore, bridges were being built across the connecting waterways on which the boundary crossings were not marked and a new growth of timber had filled in a great deal of the boundary vista. This need for maintaining an effective boundary led to the negotiation of a new treaty in 1925, which, among other things, provided for the straightening of the courses between monuments on the 49th Parallel (which until then had consisted of curved lines following the Parallel). As now laid down and defined, the International Boundary comprises 10,311 straight-line courses, the shortest of which is two feet and the longest 647.1 miles. It is marked or referenced by over 8,100 monuments. Its location is shown in detail on 255 modern topographic maps.

## Organization of the Commission

The International Boundary Commission consists of a Canadian section and an American section. Each has its own engineers, draftsmen and stenographers. Expenditures for maintenance are shared equally between the two countries, but each pays the salaries of its own commissioner and his staff.

In order to maintain the boundary in a state of effective demarcation, the Commission periodically inspects the various sections and has an annual programme for the repair of boundary monuments, the removal of monuments to new sites where necessary, the erection and location of additional monuments (usually where new highways cross the border), the location and marking of the boundary on international bridges and in international tunnels, new surveys and the revision of boundary maps, and the re-clearing of the boundary vista through forested areas. Vista re-clearing is required from about once in four or five years on the Pacific Coast, where the growth is rapid, to about once in eight or ten years in the east. Furthermore, the Commission maintains range lights on steel towers to indicate the boundary for long distances on the Pacific Coast and lighted buoys in the fishing grounds of Lake Erie. The land sections of the boundary are marked by over 5,400 monuments, and a sky-line vista 20 feet wide is cut through 1,353 miles of woodland. There are also over 2,500 reference monuments for determining the boundary through the waterways sections.



*International Boundary at Cascades, British Columbia*

In addition to maintenance work and its annual report to the two governments, the Commission furnishes technical and other information relative to the International Boundary to a number of departments and bureaux of the two governments, to the governments of the provinces and states along the border, to various public utility and other corporations and to the general public.

### **Boundary Act**

In 1960 Parliament passed the International Boundary Commission Act, which provides legal authority for the Canadian commissioner to carry out his duties on Canadian soil. Since 1925, the Commission had managed to clear and maintain the boundary vista through wooded areas without legislative authority to fulfil these treaty obligations. Largely through persuasion they had been able to prevent the destruction of boundary monuments and the encroachment of buildings, power lines, airfields and drainage ditches upon the vista. However, increased development and use of land near the boundary was leading more and more to proposed encroachments on the boundary area by buildings and other structures. While the International Boundary Commission Act of 1960 does not provide for the removal of buildings already standing within the boundary vista at the time the Act was passed, it does give the Commission power to prevent any further construction within that area. It also confirms the Commission's rights of access to the boundary, to erect monuments thereon and to clear the vista of trees or underbrush. It also makes it possible for the Commission to obtain redress against persons who wilfully destroy boundary markers.

## *Second Commonwealth Education Conference*

IN NEW DELHI on January 11, 1962, the Second Commonwealth Education Conference was inaugurated by Prime Minister Jawaharlal Nehru of India. It was held in Vigyan Bhavan, the conference building which had been constructed for the ninth session of the General Conference of UNESCO in 1956 and had provided an impressive setting for many important international gatherings, from that of the International Red Cross in 1957 to that of the World Council of Churches in 1961.

The Conference, which lasted from January 11 to 26, was convened in accordance with a recommendation by the First Conference, held at Oxford in July 1959, which proposed that another meeting be held some two years later "to take stock of the progress made in the intervening period and to make further plans for the future". To the Second Conference came representatives of every field of education from all Commonwealth countries but Cyprus; the delegates from Nigeria, Sierra Leone and Tanganyika, whose countries had attained independence since the Oxford Conference, received a specially warm welcome.

The Canadian delegation was headed by Mr. George A. Drew, the High Commissioner for Canada in Britain, and member of the Commonwealth Education Liaison Committee. The other members of the Canadian delegation were: Mr. Marcel Cadieux, Deputy Under-Secretary of State for External Affairs, Deputy Leader of the delegation; Mr. B. Scott Bateman, Deputy Minister of Education, Manitoba; Dean G. F. Curtis, University of British Columbia and Chairman of the Canadian Commonwealth Scholarship and Fellowship Committee; Mr. J. Gérard de Grace, President, l'Association Canadienne des Éducateurs de Langue Française; Msgr. Jacques Garneau, Secretary-General, Laval University; Dr. Marion Grant, Acadia University; Dr. F. C. A. Jeanneret, Chancellor, University of Toronto; The Rev. H. F. Légaré, Rector, University of Ottawa, and President, National Conference of Canadian Universities and Colleges; Mr. Gerald A. Mosher, Canadian Teachers' Federation; Mr. Freeman K. Stewart, Executive Secretary, Canadian Education Association, and Secretary, Standing Committee of Ministers of Education; Miss Mary Q. Dench, Department of External Affairs; Mr. C. R. Ford, Director, Vocational Training Branch, Department of Labour; Mr. Graham McInnes, Office of the High Commissioner for Canada in Britain; Mr. B. Thorsteinsson, Chief, Education Division, Department of Northern Affairs.

Presiding over the Conference was Dr. K. L. Shrimali, the Education Minister of the Union Government of India. Work was carried on through a steering committee and six committees dealing with the following comprehensive agenda:



*At a Conference reception, Prime Minister Nehru pauses to chat with Mr. Drew and representatives from Nigeria and Tanganyika.*

- (a) The Commonwealth Scholarship and Fellowship Plan;
- (b) the training and supply of teachers;
- (c) technical education and co-operation in the provision of textbooks;
- (d) co-operation in social education;
- (e) co-operation in education in rural communities;
- (f) co-operation in the financial problems of education expansion.

Working groups and sub-committees were set up within each committee as required to study subsidiary questions relating to the main topic. The committees carried on their deliberations in an atmosphere of goodwill and cordiality resulting in a most useful exchange of views on needs, resources, priorities, and methods of extending co-operation.

#### **Education Liaison Committee**

The Oxford Conference had provided for the establishment in London of a Commonwealth Education Liaison Committee (CELC), under the chairmanship of Sir Philip Morris, acting in a private capacity, and composed of the High Commissioners in London and a representative of the British dependencies. The Committee was intended to provide a forum for consideration of such matters of principle arising out of plans of Commonwealth education as might be referred to it by any member, and to consider suggestions and act generally as a centre of reference for further improving co-operation within the Commonwealth in educational matters, exclusive of certain functions regarding reporting on the

Commonwealth Scholarship programme assigned to the Association of Universities of the British Commonwealth. To assist it in carrying out its function, the Committee was empowered to establish a Commonwealth Education Liaison Unit (CELU), the director of which would be the secretary of the Committee.

Throughout the discussions in New Delhi, it became apparent that there was a pressing need for the collection and dissemination of detailed information on a variety of topics in order that resources might be used to the best advantage, that there might be further clarification regarding recognition of degrees and certificates, and that the desirability of holding conferences of experts on specific subjects might be examined. Moreover, while it was conceded that programmes of assistance should normally be implemented bilaterally, there was general agreement that there was a need for inter-Commonwealth machinery to supplement bilateral arrangements. Under these circumstances, it was unanimously agreed that the machinery set up experimentally at Oxford in the form of the CELC and the CELU had served a useful purpose and should be continued, with some extension of responsibility, notably in the provision of clearing-house services, and also in the range of subjects, including especially those in the fields of social and rural education, which were introduced for the first time at New Delhi into plans for Commonwealth educational co-operation.

The following is a summary of the reports adopted by the Conference on matters reviewed in the six main committees:

### **Commonwealth Scholarship and Fellowship Plan**

The Conference noted that an impressive start had been made on this Plan, awards having been instituted by all the countries that had undertaken at Oxford to do so, and by some others. The original aim of 1,000 scholarships current at any one time was considered likely to be achieved in 1962. New features proposed for the Plan include the extension of awards, where necessary, to a three-year period, and the inclusion, under certain circumstances, of awards below the post-graduate level. The day-to-day operation of the Plan was reviewed and procedural simplifications were agreed on.

### **Training and Supply of Teachers**

Rapid and substantial progress in teacher training since the Oxford Conference was noted, over 800 additional awards having been offered in that time. But the phenomenal rate of educational advance in developing Commonwealth countries meant that there remained room for improvement.

For a variety of reasons, progress in the supply of teachers has been relatively slow. Means were discussed of attracting teachers to serve in the developing countries, and it was emphasized that these countries should not increase the difficulties by requiring teachers with excessively high qualifications.

The establishment in London, under the direction of the CELU, of an English Language Information Centre was recommended for the purpose of

collecting and disseminating information on the teaching of English as a second language.

### **Technical Education and Textbooks**

The fundamental importance of technical education in developing countries was recognized, as were the implications of this fact for the training and supply of technical teachers.

Vigorous steps are required to make good the present shortage of books. Several recommendations emerged, as well as offers to provide training in the writing of textbooks. The importance of library services was also recognized. In addition, countries were asked to remove obstacles to the free circulation of educational books.

### **Social Education**

It was recognized that social education should take a place in programmes for educational development, and that its practice and techniques should be improved. The co-operation not only of governments but also of voluntary organizations was considered important and it was noted that steps should be taken to provide and train staff in this field, taking advantage of the facilities offered by the other schemes of educational co-operation.

### **Rural Education**

Rural education was recognized as of great significance to the Commonwealth and not an inferior type of education. Several methods of co-operation among countries were recommended, and it was stressed that special attention should be given to secondary education.

### **Financial Problems**

The most important areas of need among Commonwealth countries were identified to see how far these could be met by the resources at present available and how far they could be assisted in other specified ways.

Between meetings there was opportunity for delegates to partake of the generous hospitality of the Indian Government, which offered not only social occasions at which old friendships could be renewed and new ones made but also provided many opportunities for first-hand observation of educational institutions at all levels, places of historic interest and present-day economic development projects. The glimpses of this great country, and the contacts with its people, gained through the thoughtful preparations of the Indian Government made an indelible impression on all who attended the meeting.

The Conference closed on January 25 with four valedictory speeches given by the leaders of the delegations of Malaya, New Zealand, Tanganyika and Canada. The following extract from Mr. Drew's statement will serve to reflect the atmosphere and the spirit of the occasion:

The present Conference has been inspired by the belief that through education the unique international fellowship which we call the Commonwealth will be brought ever closer together in friendship and understanding to the mutual advantage of all our people and, perhaps we might add, as an example to the whole world of the practical possibility and usefulness of voluntary international co-operation based upon understanding, tolerance and goodwill. Surely that is a prospect to challenge the vision, initiative, patience and courage of every one of us.

In looking to the future, the Conference considered that a periodic examination of Commonwealth co-operation in education was of sufficient value to commend the holding of a third conference in 1964. As the Second Conference ended, therefore, the Canadian Government took pleasure in extending an invitation for the Third Conference to be held in Canada and was gratified at the warm response to its invitation which was unanimously accepted by all representatives at New Delhi.

# *Military Training Assistance to Ghana*

ON achieving independence, the Government of Ghana decided upon the immediate creation of its own armed forces. Scarcity of trained and experienced leadership would have made the establishment of these forces a long and difficult process had not the Government obtained from the departing British military instructors and advisers who played a major role in the formation of the Ghanaian army and in the planning of other services. Subsequently, in order to supplement the help already provided by British military missions, Ghana turned to Canada, as a fellow Commonwealth country, to request further military training assistance.

## **Canadian Training Project**

Following consultations between the two governments, Canada agreed in June 1961 to provide up to 30 Canadian officers and men to assist in the training of the Officer Corps and technicians of the armed forces of Ghana.

The Canadian Armed Forces Training Team was recruited from the reserve as well as from the regular forces. Its first members arrived in Accra early in September 1961, and the number grew rapidly to 19. Colonel V. R. Schjelderup has been appointed liaison officer of the Canadian forces to the Ghana armed forces and, as such, commands the Team. He was simultaneously appointed Military, Naval and Air Adviser to the Canadian High Commissioner in Ghana. The members of the Team were attached to the Ghanaian Military Academy and Training School at Teshi, the Armed Forces Training Centre at Kumasi, the Flying Training School at Takoradi, the Military Hospital at Accra and to two infantry battalions.

## **Terms of Agreement**

A formal agreement was signed on January 8, 1962, by the Ghanaian Minister of Defence, Mr. K. W. Baako, and the High Commissioner for Canada in Ghana, Mr. B. M. Williams, to establish the status and terms of service of the members of the Canadian Team. This agreement, which was made retroactive to September 1, 1961, stipulated that, while the Canadian Government would be responsible for the pay and allowances of the Canadians, the Government of Ghana would bear the cost of moving them, with their families, to and from Ghana, as well as any additional allowances, quarters and services they might receive as a result of their service in that country. Under the agreement Canadian personnel may not become involved in any military operations outside Ghana nor may they be used to assist the Government in any internal security operations. Canadian personnel remain bound by their Oath of Allegiance to the Queen.

The Canadian Government agreed in February 1962 to increase the Team by seven officers, bringing the total to 26. The new members will be attached to the Military Academy.

Canada's military training assistance programme to Ghana and other Commonwealth countries is still at an early stage. The provision of military assistance to another country requires careful planning because of the differences between the methods of training and the conditions of service in the armed forces of the countries involved. In Ghana the problem is simpler because this country, like Canada and other members of the Commonwealth, has tended to develop its armed forces along the lines of British military tradition and methods. It is hoped that not only will Canada's assistance help in the training of qualified military cadres but also that it will establish bonds of fellowship and understanding between the personnel of the Canadian and Ghanaian armed forces.



Ghanaian and Canadian officials at the signing of the agreement for Canada to provide Ghana with a team of military advisers. Front row (left to right): Colonel V. R. Schjelderup, Military Adviser; Major-General S. J. A. Otu, Chief of Defence Staff of Ghana; Mr. B. M. Williams, High Commissioner for Canada; Mr. Kofi Baako, Minister of Defence of Ghana; Mr. W. K. Aduhene, Deputy Minister, Ghanaian Ministry of Defence; Brigadier J. A. Ankrah, Ghanaian Chief of Army Staff. Back row (left to right): Air Commodore J. E. S. de Graft Hayford, Ghanaian Chief of Air Staff; Mr. J. A. Adusei, Assistant Secretary, Ghanaian Ministry of Defence; Mr. N. R. J. Gwyn, Canadian High Commissioner's Office; Commodore D. A. Hansen (face concealed), Chief of Ghanaian Naval Staff; Mr. N. F. Ribeiro-Ayeh, Principal Secretary, Ghanaian Ministry of Defence; Mr. G. L. Hearn, Canadian High Commissioner's Office; Colonel C. M. Barwah, Adjutant-General, Ghana.

# *The Idea of Greater Malaysia*

THE "Greater Malaysia Plan" is a proposal to create a new political entity in Southeast Asia through the association of the present Federation of Malaya, Singapore, and the three Borneo territories of Sarawak, Brunei and North Borneo. The emergence of such an association has been the subject of general discussion for many years. A "Grand Design" for Malayan union was suggested in 1951 by Mr. Malcolm Macdonald, then the British Commissioner-General for Southeast Asia. Various proposals were put forward on the assumption that, initially, the Federation and Singapore only would be united politically. Inclusion of the Sultanate of Brunei and the British Crown colonies of Sarawak and North Borneo was not considered until recently, owing to the level of political and economic development reached in two of the three territories.

## **Change in Malayan Attitude**

Before 1961, the Malayan Government maintained a consistent position against a union with Singapore alone because of the overwhelming Chinese majority in the colony and the radical trend of Singapore politics. A change of policy was, however, revealed by the Malayan Prime Minister, Tunku Abdul Rahman, in a speech in Singapore on May 27, 1961. Addressing the Foreign Correspondents Association of Southeast Asia, he stated:

Malaya today, as a nation, realizes that she cannot stand alone and in isolation. Sooner or later she should have an understanding with Britain and with the peoples of the territories of Singapore, Borneo, Brunei and Sarawak. It is premature for me to say now that this closer understanding can be brought about, but it is inevitable that we should look ahead to this objective and that of a plan whereby these territories can be brought closer together with a political and economic co-operation.

The explanation of this new policy is to be found in the willingness of the Government of Singapore to work out with the Government of the Federation a mutually satisfactory arrangement for a wider political union. The Singapore Government is formed by the People's Action Party under the prime ministership of Mr. Lee Kwan Yew. It should be noted that, at the time of the Tunku's Singapore speech, the position of that state had become difficult. Singapore is politically isolated, yet dependent economically on a steady flow of international trade. Announcement of possible union with the Federation was happily received in Singapore, and has apparently forestalled replacement of the moderate People's Action Party Government by the extreme leftist opposition — an eventuality which could make Malayan relations with Singapore very difficult.

## **A Rapid Development**

Since the reappraisal of Malaya's policy towards a wider Federation was announced, developments have been rapid. Several meetings have been held between Tunku Abdul Rahman and Mr. Lee Kwan Yew and their agreement has been

Phuket  
Songkhla  
Nakhon Si Thammarat  
Thailand

Viet Nam

## SOUTHEAST ASIA

SHOWING THE PROPOSED

### GREATER MALAYSIA FEDERATION

100 Miles  
0 100 200 300 400 Miles

George Town  
Medan  
Ipoh  
Kuala Lumpur  
Kuala Trengganu  
Kota Bharu



Nicobar

SOUTH CHINA SEA

KALIMANTAN

Lingga  
Anambas Islands  
Singapore  
Johore Bahru  
SINGAPORE

Sibu

SARAWAK

Miri

Brunei

Jesselton

Tarakan

Saridakan

Pataan

Malacca

Strait

Malaya

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Peninsular

Malaya

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Peninsular

Malaya

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

Penang

Perak

Sabah

Sarawak

Borneo

North

Borneo

Brunei

Malaysia

announced that it would be advantageous to the Federation and Singapore to merge within a larger Malaysian association at an early date. It will be noted that the proposal continued to embrace the three Borneo territories. The insistence of the Malayans on the association of these three territories as a prerequisite for enlargement of the Malayan Federation is, in part, explained through reference to the relevant population figures. The population of the Federation at its last census in 1957 was made up of nearly 3.13 million Malays, 2.33 million Chinese and 0.82 million Indians and "others". At the same date, the corresponding figures for Singapore were: Malays 0.2 million, Chinese 1.0 million and "others" 0.15 million. If only Singapore and the Federation were united the population of the new state would include 3.42 million Chinese and only 3.32 million Malays. Inclusion of the Borneo territories in an enlarged Federation would bring the total population figure to just under 10 million. The Chinese would still constitute the largest single group (3.78 million) but it is thought that the majority composed of Malays and other ethnic groups would be sufficient to maintain the Malayan character of the new state.

In addition to expressing their desire that the association be formed at an early date, the Tunku and Mr. Lee Kwan Yew have agreed publicly that Singapore should come into the Federation under a special arrangement. This arrangement, which has been referred to as an "Ulster" solution, would allow Singapore to retain much wider powers of internal government than other member states of the Federation; the Federation would, however, retain full responsibility for foreign affairs, defence and internal security. Under the special arrangement, Singapore would be granted a smaller representation in the Federation Parliament than would normally be the case on a simple basis of proportional population representation.

### **Question of British Bases**

One of the major questions which had to be resolved before significant progress could be made was that of the future of the complex of British military and naval bases in Singapore. The degree to which the British Government could retain freedom to use the Singapore bases had long been a source of difficulty both for the British and for the Malayans in considering a merger in which Singapore would become part of a wider Federation. The terms of the existing defence agreement between the Federation and Britain do not permit British forces stationed in the Federation to be used directly for SEATO defense purposes, even for exercises. Malaya is not a SEATO member. Earlier, the two governments had agreed to a "quarantine" arrangement whereby British troops or equipment in the Federation could be transferred first to Singapore and from there to wherever they were required to fulfil SEATO commitments.

In November 1961 talks were held in London between the British and Malayan Prime Ministers and senior defence authorities of each country in order to reach agreement on the important bases problem, which of itself could impede

progress toward "Greater Malaysia". The talks were successful and in a joint communiqué, issued on November 22, the Prime Ministers announced their agreement in the following terms:

The Government of the United Kingdom and the Government of the Federation of Malaya have agreed, in the event of the creation of the proposed Federation of Malaysia, that the agreement on External Defence and Mutual Assistance of 1957 and its annexes shall be extended to apply to all territories of the Federation of Malaysia and any reference in the agreement to the Federation of Malaya shall be deemed to apply to the Federation of Malaysia, subject to the proviso that the Government of the Federation of Malaysia will afford to the Government of the United Kingdom the right to continue to maintain the bases and other facilities at present occupied by their service authorities within the State of Singapore and will permit the United Kingdom to make such use of these bases and facilities as the United Kingdom may consider necessary for the purpose of assisting in the defence of Malaysia and for Commonwealth defence and for the preservation of peace in Southeast Asia.

As Singapore enjoys full internal self-government, Prime Minister Lee Kwan Yew was obliged to introduce the question of merger of the state into an enlarged Federation for the consideration of the Singapore Legislature. After a 13-day debate in the Legislature, the motion proposed by the Prime Minister in favour of a merger with the Federation was passed. The vote was 32 to zero, with 17 abstentions. Since that time, Mr. Lee's Government has won the approval of the House for a motion declaring support in principle of the Malaysia proposal as put forward by the Tunku. The immediate result of the voting is that Mr. Lee's Government can now enter into detailed negotiations with the Federation Government on the terms of union.

### **Special Problem of Borneo**

The most serious problem now confronting the Greater Malaysia plan relates to the Borneo territories. At the discussions in London in November 1961, it was agreed that a Mixed (British-Malayan) Commission, under a British chairman, should visit the territories of Sarawak and North Borneo to ascertain the views of the indigenous populations towards a Greater Malaysian union and to make recommendations for the future of the territories. At the same time, the views of the Sultan of Brunei were to be obtained. After some negotiation over the appointment of a chairman for this Commission, agreement was reached and announced of the appointment of Lord Cobbold, a former Governor of the Bank of England. The Commission is expected to complete its work and be in a position to report to the two governments by the early summer. While the British Government has expressed the view that the best solution for the future development of the territories in the long run lies in their merger in a larger political unit, there is hesitation on the question of their immediate entry unless some special arrangements for orderly social, economic and political advancement can be made. Without doubt these circumstances will be examined fully in the report of the Cobbold Commission. If its findings favour inclusion of the Borneo territories in the proposed association, the Tunku has expressed the hope that the new Malaysian Federation can come into being sometime late in 1962.

# *Canada-U.S. Interparliamentary Group*

SIXTH MEETING, FEBRUARY-MARCH, 1961\*

THE sixth meeting of the Canada-United States Interparliamentary Group in Ottawa and Montreal from February 28 to March 4, 1962, brought together 23 members of the Canadian Parliament and 16 members of the United States Congress, representing all political parties.

The Group met for the first time in Washington in January 1959, since when meetings have been held alternately in Canada and the United States. The fifth session was held in Washington, D.C., and Norfolk, Virginia, in June 1961.

The United States delegates were welcomed at the opening plenary session on March 1 by Prime Minister John G. Diefenbaker of Canada. The United States delegation was led by Senator George Aiken of Vermont and Representative Cornelius Gallagher of New Jersey, assisted by Representative Laurence Curtis of Massachusetts. The Canadian delegation was led by the Speaker of the Senate, Senator Mark Drouin, and the Speaker of the House of Commons, Mr. Roland Michener.

Committee meetings were held on March 1 and 2. One committee discussed defence and foreign policy matters of mutual interest and the other economic and boundary matters of concern to both countries.



*Seated left to right: Senator Patrick McNamara; Senator Maurine Neuberger; Senator George Aiken; Mr. Roland Michener; Prime Minister John G. Diefenbaker; Representative Cornelius Gallagher; Senator Mark Drouin. Standing are the other members of the United States and Canadian delegations.*

\*For reports of previous meetings see "External Affairs", August 1959, July 1960, and May and August 1961.

Members of both delegations and their wives visited Montreal March 3 and 4. While in Montreal, the delegates visited the RCAF Air Defence Command Headquarters. The visitors attended a reception in their honour by Mayor Drapeau of Montreal and Mrs. Drapeau, and the Co-chairmen visited the City Hall to sign the Golden Book. Delegates and their wives also attended a National Hockey League game.

At the final plenary session on March 2, the delegates approved the following committee reports for release at a press conference held by the Co-chairmen:

## **Report of Defence and Foreign Policy Committee**

### **Berlin and European Security**

The Committee opened its discussion with a consideration of the status of Berlin and the problem of European security. The discussion reflected no differences of opinion as to the Canadian and the United States approach to the Berlin situation and the basic position from which any negotiations with the Soviet Union should proceed. Major attention, therefore, centered around how the present difficulties arising over Berlin should be approached to reduce tensions with the Soviet Union.

The rights accorded the West under the quadripartite arrangements must be maintained. Any search for an accommodation with the Soviet Union must take into account three points upon which the West must stand firm: (1) the rights of the people of West Berlin; (2) the rights of the occupying powers to be in the city; and (3) the right of the Western powers to have access to the city. Any negotiations with the Soviet Union must seek to clarify the latter point so that there will be firm guarantees given the West to have access to the city not only by means of the present four air corridors but also of specific land, rail and water corridors.

The Berlin problem is symptomatic of the many large issues that must be carefully and thoroughly explored, first among the Western powers and then with the Soviet Union at the diplomatic level before the convocation of a summit conference.

### **China Policy**

The Committee noted that, since the Group's last meeting, the question of the admission of a Communist Chinese delegation to the United Nations had been considered and had been rejected but that the matter would again confront the next meeting of the General Assembly. While neither Canada nor the United States has recognized the People's Republic of China, it was reported that there is a body of opinion in Canada which favours Canada granting recognition. There was no disagreement on the need to maintain the integrity of Taiwan, but there was some difference of opinion as to the validity of a "two China" policy. The

United States members stressed that Taiwan is important to the security of the United States and that the United States Administration must always consider the effect of United States recognition on its allies in Southeast Asia, and for these and other reasons the United States opposes such recognition.

There was an extensive discussion of the question of trade with Communist China. While there was complete agreement that there should be no trade in strategic goods, the two delegations were not unanimous in their views as to trade in non-strategic commodities. The Canadian members were generally of the opinion that by such trade it was possible to keep open certain avenues of contact and further questioned the effectiveness of a trade blockade in weakening the position of the Peking regime. The United States members were of the view that trade with Communist China in any form serves to bolster the regime and facilitates its expansionist policies. The United States members, therefore, hoped that the free world would be able to co-operate with the United States to the end that nothing be done which would strengthen or hasten the development of Communist Chinese military capacities.

### **Defence Production Sharing**

The Committee noted the mutual military responsibilities of both countries for the common defence of North America and the endeavours under the Canada-United States defence-production sharing programme to achieve integration of their defence industries' development and production capabilities. The continuing Canadian reliance on United States industry for a substantial part of major items of Canadian defence requirements is economically more acceptable in view of the improving trend of United States defence procurement in Canada.

It was recognized that it would probably never be feasible for the United States to obtain from Canada as large a proportion of United States defence equipment needs as the proportion of Canadian requirements which is purchased from United States industry. The increased participation of Canadian industry in United States defence requirements is achieving an improved pattern of cross-border defence procurement and desirable standardization of equipment. However, this increased activity is revealing difficulties preventing Canadian industry from contributing fully and it was agreed that efforts must continue to insure that defence industries in both countries have equal opportunity to participate in Western defence requirements.

The achievements of the defence-production sharing programme were commended as an outstanding example of the close co-operation which exists between the two countries and which should continue to receive the active support of both governments. It is important that public opinion in both countries recognize that this programme is aimed at more efficient utilization of the industrial capacity in both countries to the benefit of mutual defence and economic interests.

## **Disarmament**

The Committee, noting that renewed disarmament negotiations are to begin in Geneva on March 14, expressed the hope that these would result in some progress. It also considered that there were some grounds for restrained optimism in this regard. The Committee agreed that initially a good basis for the conference's work exists in the agreed statement of principles and that the participation of foreign ministers would be appropriate to lend additional guidance to the opening phase of the negotiations.

The question of United States resumption of nuclear testing was also discussed. The United States members pointed out any resumption would be undertaken reluctantly and in full awareness of the impact that this would have on public opinion, even though devices tested would be held to the minimum in point of number and size. On the other hand, the progress which the Soviet Union has made in the field of nuclear armaments, as evidenced by their series of tests last fall, might leave the United States no alternative but to resume testing.

## **Canada and the OAS**

The Canadian delegation expressed its appreciation for President Kennedy's pledge of support to Canada should it desire to become a member of the Organization of the American States (OAS). The Canadian members explained the various considerations that have made Canada reluctant to assume the obligations of membership at this time.

It was noted by both the Canadian and United States delegates that Canada has displayed an increased interest in Latin American matters. This has been evidenced by the creation of a Latin American Division in the Department of External Affairs, the establishment of diplomatic relations with all the Latin American nations, Canadian membership in the United Nations' Economic Commission on Latin America, and the assignment of observers at important meetings of the OAS.

There was support for Canadian presence at meetings of the OAS and other inter-American organizations. It was also suggested that consideration be given to the appointment of a permanent Canadian observer at the OAS.

## **Cuba**

The Committee agreed that a Communist Cuba is a serious menace in the Western Hemisphere which requires careful control and counteraction. It was noted that, as a result of recent policy review, the United States had now terminated all imports from and exports to Cuba with the exception of certain medical supplies. The United States members believed that a similar review and common policy of economic sanctions against Cuba by Canada and all Western countries would serve to counter the Communist threat. The Canadian delegation recalled that Canada has long since terminated any exports to Cuba of arms, and

is rigidly controlling other exports to Cuba and is preventing any re-export of United States goods through Canada. This is a similar policy to that which was recently approved by OAS at Punta del Este.

The Committee agreed that the policies of both Canada and the United States must be developed in the light of each country's long-range plans to counter the Communist threat.

### **United Nations Bond Issue**

The Committee was unanimous in its support of the United Nations at this difficult juncture in its history. In this connection the Committee discussed the method and extent of meeting the United Nations' financial obligations arising principally from its efforts to establish peace and security in the Congo. The Committee discussed and explored the United Nations' proposal to help meet these obligations through the sale of bonds. The failure of many members to meet their assessments has created a financial crisis.

The Committee was of the opinion that the United Nations fiscal machinery should be made more efficient and more stringent control should be exercised over financial matters.

## **Report of the Economic Committee**

### **Relations with the Common Market**

The Committee discussed the broad implications and the effects on Canada and the United States of European developments, with particular reference to the United Kingdom's application for membership in the Common Market. The Committee recognized that both Canada and the United States face special problems of trade arising from European regional arrangements. At the request of the Canadian delegation, the United States delegation outlined the purpose and scope of new trade legislation now before the United States Congress. The Canadian delegation expressed support for expansion of multilateral world trade by such measures as may be agreed upon and Canada's willingness to take a constructive part in this expansion.

Both delegations expressed the view that the commercial and agricultural policies of the Common Market following negotiation for their application to Canada and the United States should result in a fair and adequate access for the industrial materials, agricultural products and manufactured goods of both countries.

The Committee noted the contribution made by the Commonwealth and the U.S.A. to world peace and stability.

The Canadian delegation emphasized the significance of traditional Commonwealth trade links, including especially free entry into the United Kingdom market and the exchange of preferences. The Committee clearly recognized

throughout the discussions that it was for the United Kingdom alone to make a decision whether to join the European Common Market.

It was agreed that Canada and the United States have many common points of view and of interest and that, consequently, in any negotiations and measures undertaken or contemplated by either, this community of interest should be borne in mind.

### **Columbia River**

The Canadian delegation outlined the present situation in Canada with regard to the treaty and pointed out that delay of Canadian ratification was related to differences between the Federal Government and the government of British Columbia. The Canadian delegation noted that it still remains the policy of the Canadian Government to ratify the treaty as soon as possible.

The United States delegation observed that the United States had ratified the treaty and expressed the hope for early ratification by Canada. The United States delegation made reference to the urgent needs of the Pacific Northwest for power which would require early decisions to be taken on alternative sources of power.

### **The Richelieu Champlain Waterway**

The Committee took up the question of the Richelieu River — Lake Champlain Waterway. Such a waterway would cover a route of about 400 miles. It would reduce the water distance between Montreal and New York City by 1,200 miles, and between New York City and Great Lakes ports by a comparable distance.

The United States delegation outlined the history of this proposal, observing that this has been a water route since the earliest days of North America. The United States delegation also noted significant increases in cargo in past years on Lake Champlain, and pointed out that development of the waterway would provide considerably greater access to the St. Lawrence Seaway.

It was noted that both governments have proposed a joint submission of the question to the International Joint Commission.

The Committee welcomed the report that this matter will be referred to the International Joint Commission and expressed the view that the International Joint Commission should begin a study and submit its recommendations as quickly as possible.

### **Lumber Trade**

The United States delegation noted that recent United States housing legislation has had the effect of increasing the market for lumber in the United States and resulted in the increasing importation of Canadian lumber. As a result, the domestic market for United States lumber has been affected. United States shipping legislation (the Jones Act) also has had the effect of raising the cost of

shipping United States lumber from the Pacific Northwest to the Eastern seaboard.

There was a frank discussion of the problem outlined by the United States delegation and of the measures which might be taken to alleviate them.

It was apparent that the Canadian lumber industry was not free from problems of competition as well.

### **Point Roberts**

The Canadian delegation outlined the situation that exists at Point Roberts, Whatcom County, Washington, a peninsula crossed by the International Boundary (the 49th Parallel) isolating the point from the State of Washington. The region is accessible only through Canadian territory or by sea and both countries maintain border crossing points. The area comprises some 5 or 6 square miles and has a permanent population of some 200 people. Point Roberts is a popular residence for Canadians, but difficulties are experienced because of the United States immigration regulations.

United States residents of Whatcom County recently urged the relaxation of United States immigration regulations so as to allow of easier entry by Canadian citizens, particularly those seeking to make the area their permanent residence, by obviating the necessity of their becoming United States citizens.

The United States delegation pointed out that the highway between Haines and Whitehorse passes through a section of the Yukon Territory making it necessary for people using the road to pass through two separate customs and immigration points.

The Committee expressed sympathy for any arrangements which would provide for a satisfactory solution of such problems on the border.

### **Canada-United States Bilateral Air Agreement**

The Canadian delegation drew the Committee's attention to delays experienced in continuing discussions with the United States on Canadian-United States air transport relations and pointed out that, as a result, the Canadian authorities were unable to proceed with current studies of regional air traffic requirements in Canada.

The Committee agreed that it would welcome an early resumption of negotiations on the Bilateral Air Agreement.

# *External Affairs in Parliament*

## **Role of Canada in Indochina**

*The following is a partial text of the remarks of the Secretary of State for External Affairs, Mr. Howard C. Green, on March 8 during the supply debate in the House of Commons:*

The part which Canada has been and is playing in former Indochina is a good example of the very large field we have in peace-keeping activities, and this is one of the most useful types of work our nation can do. We are called on frequently for work of this type, and no country has a larger number of trained personnel in its Departments of National Defence or External Affairs than Canada to undertake work of this kind.

I shall deal first with the situation in Laos. That can be divided into two different sectors. First of all there is the 14-nation conference which has been in session at Geneva for practically 10 months. When I say "14 nations" I mean there are 13 national delegations there plus a triple delegation from Laos, one representing the group which is pro-Western, one the group which is pro-Communist, and one representing Souvanna Phouma, who is the head of the neutralist group in Laos. As I say, we have this three-headed Laotian delegation in Geneva and by a process of patient negotiation, which has involved compromise on both sides, the representatives at Geneva have reached virtually complete agreement on arrangements to replace the 1954 general agreement for Laos.

While the issue is still in the balance, it would not be helpful for me to attempt any detailed assessment of the results of their efforts, other than to say I think these results have been excellent, and they may well have set the standard for the disarmament negotiations which are to commence next week.

Canada's part of course has to do with the terms of reference for the International Commission which will have to carry on in Laos after the conference in Geneva is ended. The primary role of our delegation has been to try to ensure that these terms of reference are such as to enable the Commission to operate effectively in support of an internationally agreed settlement. However, an international agreement aimed at securing the independence, territorial integrity and neutrality of Laos presupposes an accepted and generally recognized government of Laos sharing these objectives and prepared to co-operate in bringing them about.

As Hon. Members know, each of these three factions in Laos is led by a prince, and the meetings which have taken place between the princes have not yet resulted in the formation of a government for Laos, although I am hopeful that result will be achieved fairly soon. Time, of course, does not seem to mean a great deal in the Orient. They have a meeting and then decide to adjourn for

two or three weeks or a month, and then, after much effort, they meet again and the same process is repeated.

There has been some small narrowing of areas of disagreement, and Souvanna Phouma, who is the leader of the neutralist group, continues to show patience and perseverance in his efforts to complete the task of forming a unified government acceptable to all three parties. Mind you, until there is agreement on a government for Laos, the conference in Geneva cannot complete its work. I think it would finish up very quickly once agreement had been reached on a government for this unhappy country.

Then I turn to Laos itself. There the International Truce Supervisory Commission has been functioning as best it can. It has not been permitted to visit any of the scenes of real fighting, and no proper arrangements have been made for providing it with equipment under its own exclusive control, but I think the very fact that this Commission is in Laos has greatly reduced the amount of fighting taking place, and I believe that if the Commission had not been there there would have been a great deal more serious trouble than we have at the present time.

The head of the Canadian delegation is Léon Mayrand, who is our Ambassador to India. He had done a splendid job; I do not think any Canadian could have done finer work than Mr. Mayrand has done. There has been fighting from time to time. There are protests made to the Commission, sometimes protests from both sides, and then the fighting stops there and starts somewhere else. It goes on in this way, but nothing very serious has occurred as yet. I think that all the countries represented at the conference in Geneva on Laos really desire to see that country set up as a neutral state and to see the fighting stop. I think they all believe in the effectiveness of the International Control Commission, of which India is the Chairman and Canada and Poland are the other two members. I cannot make any promises because you never know what is going to happen — we learned that the hard way — but in any event there has been no starting of a third world war in Laos, and I think there is a reasonable chance that a settlement will be worked out. At the moment it all depends on these three princes.

### **Cambodia Commission**

With regard to Cambodia, this country is truly neutral and they have had very little trouble. The Government of Cambodia is anxious that the Truce Commission should remain, otherwise I think . . . that particular Commission might well be disbanded, but we do not like to move to have it disbanded when the Cambodian Government is anxious that it should remain. They express this desire from time to time, and I think Prince Sihanouk, who is the head of the Government in Cambodia, has handled the affairs of that country extremely well. He attended at Geneva in May when the conference on Laos was opened, and he made the opening statement with what I thought was a very statesmanlike speech. He is a leader who is very well qualified and, as I have said, there is no really serious trouble in his country.

### **Vietnam Problem**

The situation in Vietnam is a great deal more difficult. . . . In North Vietnam and South Vietnam the Commission has jurisdiction over both separate countries. I think it would be unfair to single out the United States for blame in respect of the situation in South Vietnam. The provocation, in my judgment, has come from North Vietnam. There have been troops infiltrating from North Vietnam, and I am certain that the Communists have been at the root of most of the trouble in South Vietnam. . . . Any action the United States has taken has been in a measure of defence against Communist action. There the Commission has many complaints from both sides. It does its best to examine these complaints. There is quite a long list of them now which have not yet been examined. I cannot say what will happen in South Vietnam, or in North Vietnam either for that matter, but here again Canada is playing her full part in restraining people and in trying to work out a solution to these internecine quarrels.

We have, of course, very many ways of discussing questions like this with the United States on a friendly basis, and questions such as Vietnam are discussed practically daily with the State Department. We will do what we can to urge moderation on everyone. Here again we will just have to hope that in the end a settlement can be worked out. It is not going to be easy; it may take a long time. I do not see any prospect of Canada being able to leave the Vietnam Commission at an early date, but as I said in opening, this is an area in which Canada is making a great contribution in the way of peace-keeping activities and I think it is one of the finest contributions that has been made.

### **Canadians in Indochina**

. . . In Vietnam there are four foreign service officers and eight on the administrative side, for a total of 12. In Laos there are three foreign service officers and three in administration, for a total of six. In Cambodia there are one foreign service officer and two on administration work, for a total of three. The military representation as of October 16 last is Vietnam, 27 army officers, 26 other ranks, for a total of 53; two RCAF officers and two Royal Canadian Navy officers. In Laos there were 14 army officers and 7 other ranks for a total of 21. Apparently there was also provision for one other officer and two other ranks in Cambodia, but these positions are not filled under present circumstances.

. . . What will happen in Indochina in the final analysis will depend upon what Red China decides to do, possibly on what the United States decides to do, and possibly on what some other large countries decide to do. However, we are able to exercise a good deal of influence on all these countries. From my experience at the Geneva conference on Laos I would say that no country represented there wants a world war started over Laos. I shall be greatly surprised if, with regard to Vietnam, there is not exactly the same reaction. There may be all kinds of guerrilla warfare and troubles of one kind and another; however, I do not think Red China wants a war started over any part of Indochina.

So far as the Western countries are concerned, there is in existence the SEATO Pact. We are not a member of SEATO; however, I think the leaders of these other countries realize that it would be insanity to have a nuclear war break out as a result of anything happening in Indochina. This is the main reason that I do not adopt the attitude that the situation there cannot be solved. My experience is that all the countries sitting in on the conference on Laos at Geneva desire to have that country really neutral and that they desire to have a condition in which a Truce Commission can function properly.

I would be the last one to assert that there are not many frustrating events happening in the work of the two Commissions. I refer to the one in Laos and also the one in Vietnam. We are not able to do all the things we should like to do. For one thing, there is a division on the Commissions. The Poles are there representing the Communist world, and often it just is not a situation where you can get agreement. Sometimes decisions are made on a majority basis. However, by and large, I think Canada's part in all three of these countries in former Indochina has been very much worthwhile.

. . . The Commission visits Hanoi in North Vietnam from time to time. I have had no reports of their interviewing Ho Chi Minh, the President of North Vietnam, this year. Mind you, their ability to get around and check the whole situation is comparatively limited. I do not think the Commission can be attacked fairly on the ground that it is simply being used for someone to build up trouble behind it. If that were a proper criticism, then one would perhaps be justified in asking that the Commission be withdrawn.

I do not think that is the case. They do what they can to check these incidents. One incident, for example, involved the murder of a South Vietnam military officer who was attached to the Commission. He was murdered in a most cold-blooded way, and the Commission has had the greatest difficulty in finding out the facts behind the murder. They have also had great difficulty in getting the facts with regard to various other incidents that have taken place. . . .

Looking at the broad picture, I think the presence of these Commissions in the area has prevented a big war breaking out. I may be wrong in that view. . . . It is quite impossible for anyone to be certain just what would have happened had the Commissions not been there, but I think they are a restraining influence. It must never be forgotten that the Commissions themselves are divided. It is not as though they go in as a team of three working together. That is not the case at all. They go in with the representative of one country working very closely with the Communists, and it is a very difficult situation.

## Cuban Trials

*On March 26, in reply to a question as to whether the Government had "made any representations to the Government of Cuba with respect to the trials*

*of those who participated in the attack on Cuba about a year ago", Prime Minister John G. Diefenbaker said:*

... The Canadian Government has been concerned over the fate of the prisoners held in Cuba, and that concern was expressed to the Cuban authorities through diplomatic channels in February. Furthermore, in view of press reports to the effect that the trials of these prisoners are to take place in Cuba later this week, I think on the 29th, instructions have been given by me that the matter be raised once again with the Cuban authorities in order to urge the Cuban Government, on humanitarian grounds, that any trials of prisoners should be conducted in a fair and just manner.

There is, of course, a limit to the impact of representations made, because none of the prisoners were Canadians; but this appeal on the part of the Canadian Government is made on the basis of what we believe should be the purpose of all governments, namely the maintenance of justice.

*The following day, Mr. Diefenbaker replied as follows to another question concerning Cuba, regarding representations made earlier by the Secretary of State for External Affairs "with respect to the apprehension of certain Christian trade union leaders":*

While the Canadian Government expressed its general concern about the fate of prisoners in Cuba last February, representations were then made with special reference to the case of Reynol Gonzales, who was well known in Catholic labour circles in Canada and was reportedly under threat of the death sentence. The Cuban authorities have informed us that Mr. Gonzales has not yet been tried and accordingly is not yet under any sentence. We were assured that the Cuban Government would take special account of Canada's interest in this case.

## **APPOINTMENTS, POSTINGS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. A. D. Thackray resigned from the Department of External Affairs effective February 1, 1962.

Mr. J. M. F. Shoemaker resigned from the Department of External Affairs effective February 1, 1962.

Mr. D. P. Cole posted from the Canadian Legation, Prague, to the Canadian Embassy, Rio de Janeiro. Left Prague February 17, 1962.

Mr. C. T. Stone posted from Ottawa to the Disarmament Committee, Geneva. Left Ottawa February 28, 1962.

Mr. R. A. MacKay, Canadian Ambassador to Norway, retired from the Canadian Diplomatic Service effective March 1, 1962.

Mr. R. M. Tait posted from Ottawa to the Disarmament Committee, Geneva. Left Ottawa March 1, 1962.

Mr. M. J. Gauvreau resigned from the Department of External Affairs effective March 4, 1962.

Mr. W. R. Campbell posted from Ottawa to the Office of the High Commissioner for Canada, Dar-es-Salaam. Left Ottawa March 5, 1962.

Mr. P. M. Towe transferred from the Department of External Affairs to External Aid Office effective March 5, 1962.

Mr. C. C. Bourbonnière resigned from the Department of External Affairs effective March 7, 1962.

Mr. M. Wershof, Permanent Representative and Ambassador to the Permanent Mission of Canada to the European Office of the United Nations, Geneva, appointed Assistant Under-Secretary of State for External Affairs. Left Geneva March 26, 1962.

Mr. R. B. Edmonds posted from the Office of the High Commissioner for Canada, Wellington, to Ottawa. Left Wellington March 27, 1962.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### Costa Rica

Exchange of Notes between Canada and Costa Rica constituting an Agreement permitting amateur radio stations of Canada and Costa Rica to exchange messages or other communications from or to third parties.

Signed at San Jose February 23, 1962.

Entered into force February 23, 1962.

##### United States of America

Trade Agreement between Canada and the United States of America embodying the results of the tariff negotiations which were negotiated pursuant to Article XXVIII of the General Agreement on Tariffs and Trade at the 1960-61 Tariff Conference of the Contracting Parties.

Signed at Geneva March 7, 1962.

Entered into force March 7, 1962.

#### Multilateral

##### Vienna Convention on Diplomatic Relations.

Done at Vienna April 18, 1961.

Signed by Canada February 5, 1962.

Procès-verbal extending until December 31, 1963, the Declaration of November 12, 1959, concerning the provisional accession of Tunisia to the General Agreement on Tariffs and Trade.

Done at Geneva December 29, 1961.

Signed by Canada February 8, 1962

(to be effective from December 31, 1961).



# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of External Affairs as the source would be appreciated.

Subscription rates: One dollar a year  
(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,  
Ottawa

Vol. XIV No. 5

## Contents

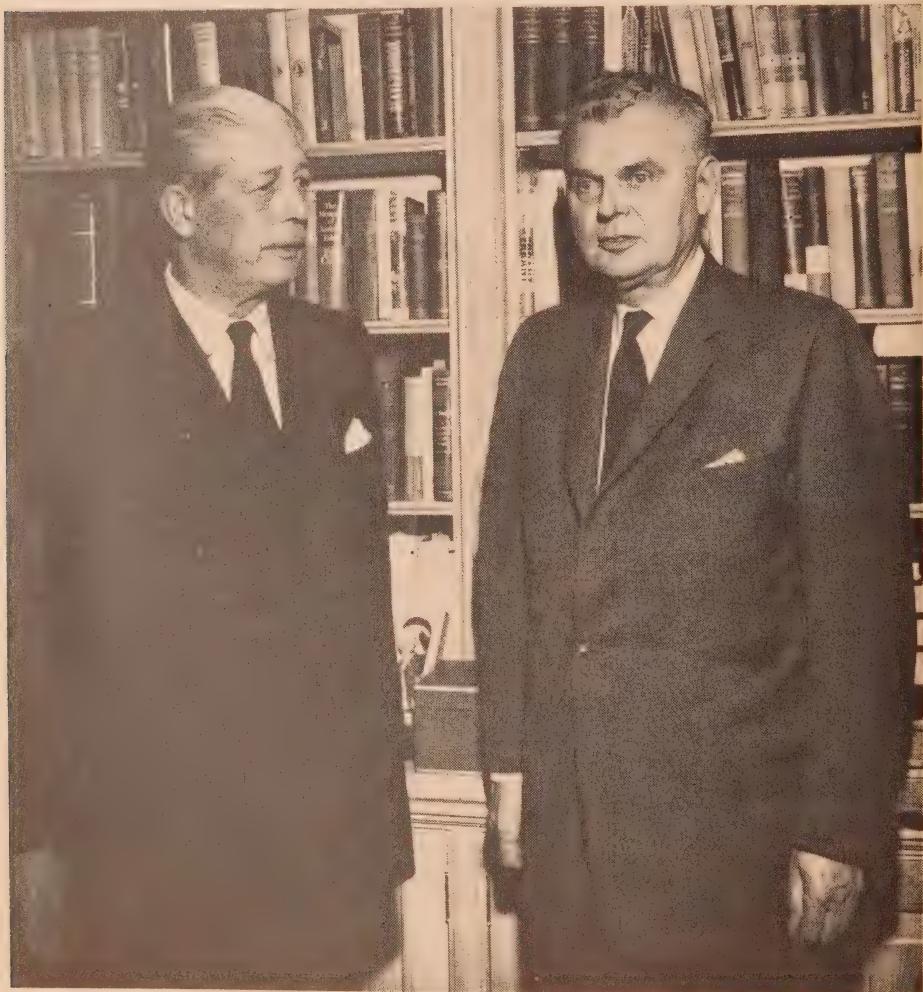
May 1962

Visit of Prime Minister Macmillan . . . . .	158
The Canadian Stand on Disarmament . . . . .	160
Canada and Latin America . . . . .	162
Recent Visitors to Canada . . . . .	166
Antarctica . . . . .	167
Japanese Farmers Train in Canada . . . . .	174
External Affairs in Parliament	
Canada at Geneva . . . . .	176
Human Rights Commission . . . . .	178
GATT Tariff Negotiations . . . . .	178
Appointments and Postings in the	
Canadian Diplomatic Service . . . . .	179
Treaty Information . . . . .	180

## *Visit of Prime Minister Macmillan*

THE British Prime Minister, Mr. Harold Macmillan, visited Canada from April 29 to May 2 following his visits to New York and Washington. While in Ottawa, he was the guest of the Governor General and Madame Vanier.

During the two days following his arrival, Mr. Macmillan held several meetings with Prime Minister Diefenbaker. For some of their talks they were joined by other Canadian ministers. The British Prime Minister was entertained at luncheons given by the Governor General and by Mr. Diefenbaker, Lord Amory,



Prime Minister Macmillan (left) and Prime Minister Diefenbaker during one of several conversations they held while Mr. Macmillan was in Ottawa.

the British High Commissioner, entertained the two Prime Ministers at dinner at Earnscliffe, his residence, on April 30.

On May 1 Mr. Macmillan went to Toronto, where he addressed the annual dinner of the Canadian Press. Next day he was given the freedom of the city by Mayor Nathan Phillips, thus becoming the first Freeman of the City of Toronto.

At the conclusion of Mr. Macmillan's stay in Ottawa, the two Prime Ministers issued the following statement:

## Commmunique

During the past two days, Prime Minister Macmillan and Prime Minister Diefenbaker have held meetings in Ottawa at which they have reviewed international questions of common concern to the United Kingdom and Canada. These talks were a continuation of the series of meetings which the two Prime Ministers have held from time to time.

In the light of his recent discussion with President Kennedy in Washington, Mr. Macmillan reviewed with Mr. Diefenbaker the present state of East-West relations and the particular problems of Berlin, disarmament, and nuclear tests. They also considered the situation in Southeast Asia. The two Prime Ministers noted with regret the present situation concerning nuclear tests but reaffirmed their determination to work both in the Geneva Conference and by any other appropriate means towards the conclusion of effective international agreements for the cessation of nuclear tests and for general and complete disarmament.

Prime Minister Macmillan informed Prime Minister Diefenbaker of the present state of the negotiations in Brussels between the United Kingdom and the European Economic Community and again reaffirmed the United Kingdom's determination to safeguard the essential interests of Commonwealth countries.

Prime Minister Diefenbaker reiterated that the Canadian Government attached the highest importance to the preservation of the interests of Commonwealth countries and said that the Canadian Government was confident that the United Kingdom Government would do its utmost to ensure that, in the negotiations with the European Economic Community, Canadian trade interests would be safeguarded.

The two Prime Ministers reaffirmed their intention to keep closely in touch as the negotiations proceed during the coming months and took note that, before a final decision was reached, there would be an opportunity for full collective consultation at the Meeting of Commonwealth Prime Ministers to be held in London in September.

The two Prime Ministers reviewed the course of development of the Commonwealth. They strongly reaffirmed their faith in the value of the Commonwealth association and agreed that the strengthening of Commonwealth links remained a common objective of the first importance to both Canada and the United Kingdom.

# *The Canadian Stand on Disarmament*

*On April 12, 1962, the representative of Canada at the Geneva conference on disarmament, Mr. E. L. M. Burns, made the following statement to the plenary session:*

I should like now to make a few remarks in my capacity as representative of Canada. We feel that we cannot remain silent in this very important meeting today, a meeting in which the statements made have reached a very high level of responsibility. The subject which is being discussed is one which is perhaps crucial to the opinion which the outside world will hold of our activities here and of the chances of success in our major task of obtaining general and complete disarmament.

In the matter of an agreement on the cessation of nuclear tests, we are, as representatives have made clear, somewhat at an eleventh hour, but the Canadian delegation feels that it is not too late, though it is very late. I should like to read into the record once more what the Secretary of State for External Affairs of Canada said in this regard at our fourth meeting on March 19. He said:

We are opposed to all nuclear-weapon tests. In this we share the view of most other countries. Indeed, the major nuclear powers themselves have stated at this very conference that they would like to see all tests stopped. However, they now find themselves unable to reach final accord owing to disagreement on inspection. Is there, then, no alternative to another series of tests with all the harmful consequences that such action would bring? Is it not possible, within the framework of this Committee, to make the further effort which is required to break the deadlock? In my opinion, such an effort must be made, for otherwise the prospects of this conference itself could be seriously threatened.

He concluded by saying:

In the minds of the public, the impression has been created, because of disagreement in these nuclear test talks, that this conference is going to be a failure. This, I submit, is a very bad situation and one which I hope will be clarified. Countries which do not possess nuclear weapons cannot put a stop to these tests. However, we can and do appeal to the nuclear states to do everything in their power to see that a solution is not further delayed.

## **Mexican Appeal**

The Canadian delegation has heard with the greatest of interest and sympathy statements made by the eight non-engaged members of this Committee. We would like particularly to support the appeal of the representative of Mexico, which, if I understand it correctly, was that the nuclear powers should submit again to their governments, with great seriousness, the possibility for some agreement, based on a move in their present positions, which has been submitted to them over the past few weeks, and particularly the last week or so, by the non-engaged states. We are very sympathetic to the efforts which these states have made to try to find some ground where views of the two sides could meet.

We were also impressed with what was said by the representative of Nigeria, when he summarized statements made by the Soviet Union on the one side and

the U.K. on the other side as to the support which they believe their positions have from non-engaged nations. I think he wanted to draw attention to what the non-engaged nations really want, and that is a cessation of tests and a feeling that there should be some effective measure of international control associated with any agreement.

### **A Reconsideration of Positions**

But, basically, after listening to the speeches this morning, it seems to me that all those nations which are not members of one alliance or another here want an agreement, and that means that there must be a reconsideration of positions.

We heard with interest the representative of the U.S.S.R. who, as I heard him, said he was ready to think through all suggestions and ponder all possibilities. We heard a similar statement from the U.S.A. representative that these things had been considered and would continue to be considered.

We can see, through developments in this nuclear-testing situation, that action creates reaction, and so it goes on. Cannot a stop be put to this? Cannot this thing be stopped somewhere? It seems to us that the representatives of nuclear powers here, in their arguments, are something like men wrestling on the edge of a precipice. Cannot they break loose, stand back, and think of the precipice that lies before them? We do not think, even if nuclear tests take place, that that should end the possibility of general and complete disarmament, but it certainly would have a grave effect on the proceedings of this conference and on the possibility of reaching an early agreement.

I felt it my duty, as representative of Canada, to put these views on record at this meeting.

# *Canada and Latin America*

## GROWTH OF DIPLOMATIC RELATIONS

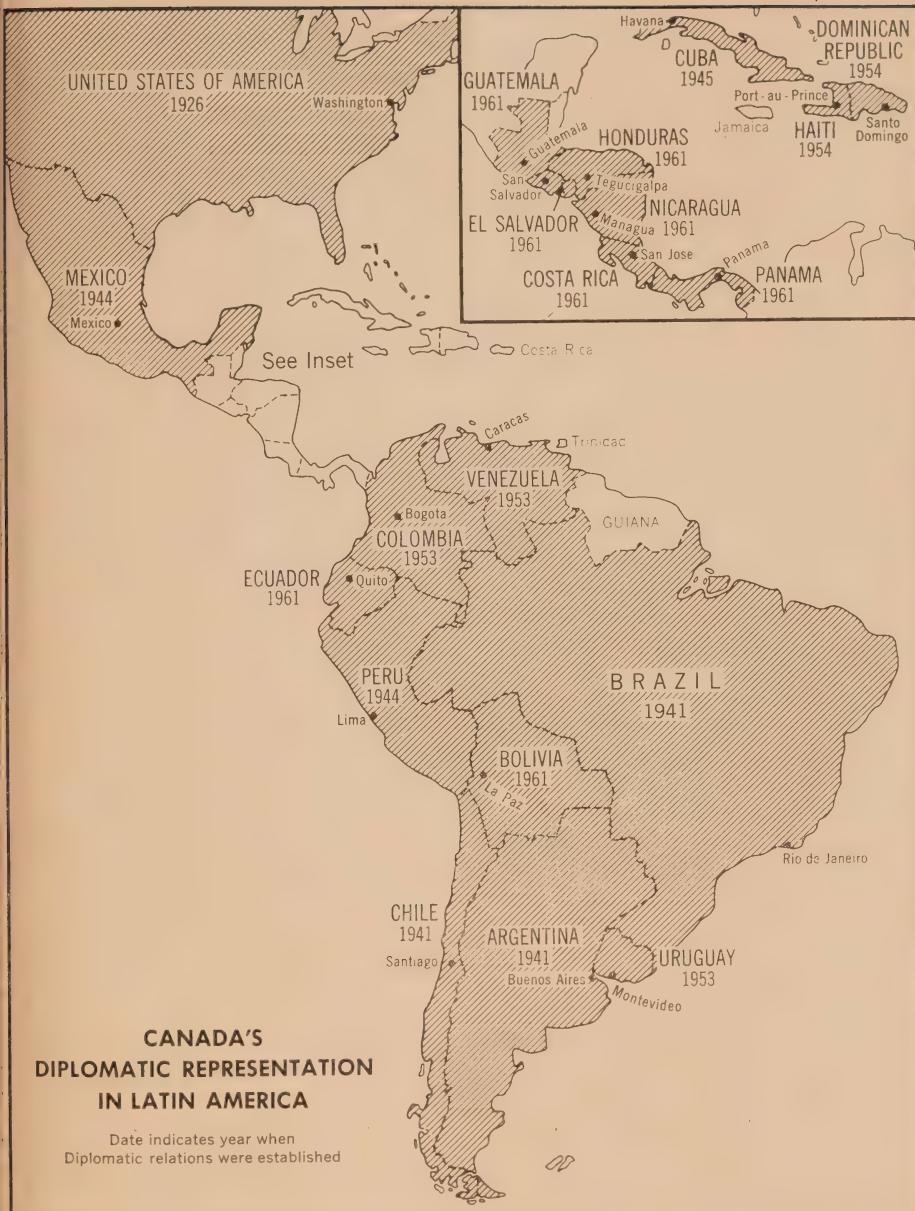
ON December 29, 1961, it was announced that the Governments of Canada and El Salvador had agreed to establish diplomatic relations and that the Canadian Ambassador resident in Costa Rica had been appointed concurrently to El Salvador. With this appointment, Canada completed the establishment of diplomatic relations with all 20 Latin American republics, El Salvador being the ninth country of Latin America with which Canada had entered into diplomatic relations during 1961.

At the outbreak of the Second World War, Canada was represented in only six countries: Belgium, Britain, France, Japan, The Netherlands and the United States. The growing commitments of Canada during the war led to a rapid increase of diplomatic exchanges with foreign countries and by 1945 relations had been established with six Latin American republics. This was the first of three stages in the development of formal relations with Latin America. In 1941 Canadian legations were first opened in Brazil and Argentina, the Minister to Buenos Aires being accredited to Chile. Diplomatic representatives were sent to Chile in 1942, to Mexico and Peru in 1944, and to Cuba in 1945. After the war these four legations became embassies. The decision to open missions in Latin America was based on the necessity of a closer understanding for the solution of common problems during the war and the need to develop inter-American trade at a time when trade with Europe and Asia was disrupted.

### **After the War**

Although no new missions were opened in Latin America in the immediate post-war period, friendly relations developed between Canadian and Latin American delegates at the United Nations. Official visits were made to Canada by the President of Chile, Dr. J. A. Rios, in October 1945, and by the President of Cuba, Dr. Carlos Prio, in December 1948. The Canadian Postmaster General visited Brazil, Argentina and Chile in 1946, and the Secretary of State for External Affairs was received officially by Mexico in 1951. In February 1953, the Minister of Trade and Commerce led a trade mission to eight Latin American countries, including four with which Canada still had no diplomatic relations.

Meanwhile, in January 1953, the second stage of the development of Canadian diplomatic representation in Latin America had begun with the appointment of a Canadian ambassador to Venezuela. In April an embassy with a resident ambassador was opened in Colombia. In the course of that year and in 1954 diplomatic relations were also established with Uruguay, the Dominican Republic and Haiti.



The Canadian Ambassadors in Buenos Aires and Havana were accredited to Montevideo and to Ciudad Trujillo and Port-au-Prince, respectively, while resident chargé d'affaires opened missions in each of those capitals.

Since the war Latin America has been the scene of spectacular developments. Many countries have emerged from relative isolation, new industries have been born and large cities have mushroomed. On the political level there has been progress in the establishment and strengthening of democratic regimes. While Latin America still faces complex economic and social problems, vigorous efforts are being made to solve them. With a rich cultural heritage and enormous economic potentialities, the Latin American countries are playing an increasingly important role in world affairs. Simultaneously, there has developed in Canada a general desire for deeper understanding and knowledge of these countries which, like Europe and North America, are of the West by virtue of their modern history and basic institutions and their main cultural and religious traditions.

Canadians have come to realize their country's position as an American nation and to recognize that it cannot remain unaffected by developments in the Western Hemisphere. This new interest of Canadians in Latin America and the recognition of the growing importance of hemispheric affairs have been echoed by the Canadian Government. Cultural exchanges have increased, trade has been stimulated to mutual advantage, and relations have further improved through closer political consultation and effective co-operation on matters of common concern in international councils and at the United Nations.

### **Recent Developments**

A Canadian cabinet minister attended the inauguration of the President of Brazil in 1956 and in 1958 the late Mr. Sidney Smith, then Secretary of State for External Affairs, called on President Kubitschek. In the same year, the Minister of Citizenship and Immigration attended the inauguration of President Frondizi in Buenos Aires. In 1959 President Adolfo Lopez of Mexico was received officially by Canada and in 1960 Mr. Diefenbaker went to Mexico on the first state visit ever made by a Canadian prime minister to Latin America. In the same year the Secretary of State for External Affairs, Mr. Howard Green, represented Canada in Buenos Aires at the celebration of the 150th anniversary of the independence of Argentina and went on to visit Chile and Peru, while the Associate Minister of National Defence, Mr. Pierre Sévigny, represented Canada at independence celebrations held in Mexico. In November 1961 the President of Argentina was received officially in Ottawa.

Since the war, Canada has joined three inter-American bodies — the Inter-American Radio Office, the Inter-American Statistical Institute, a semi-official organization linked with the Pan-American Union, and, in 1961, the Pan-American Institute of Geography and History, which is a specialized agency of the Organization of American States. Canada has also been for some time a member of the Postal Union of the Americas and Spain. Last October it joined the

United Nations Economic Commission for Latin America. Canadian observers have been present at meetings of such specialized organizations as the Pan-American Health Commission and the Inter-American Conference on Agriculture, and have attended the extraordinary meeting of the Inter-American Economic and Social Council in Rio de Janeiro in 1954 and the economic meeting of the Organization of American States in Buenos Aires in 1957. In August 1961, Canada was represented by an observer group led by the Associate Defence Minister at the special meeting at ministerial level of the Inter-American Economic and Social Council held at Punta del Este in Uruguay, when the Alliance for Progress was launched.

In the third and final stage of Canada's diplomatic expansion in Latin America, relations were established with nine countries during 1961. A mission was opened in Costa Rica and the Ambassador, resident in San José, was accredited concurrently to Honduras, Nicaragua, Panama, and El Salvador. The Ambassador to Colombia was accredited to Ecuador, with a resident chargé d'affaires established in Quito. The Ambassador to Mexico was accredited to Guatemala, with a chargé d'affaires resident in Guatemala City. The Ambassador to Peru was accredited concurrently to Bolivia and the Ambassador to Argentina accredited to Paraguay. Canada thus completed the establishment of diplomatic relations with all the countries of the Western Hemisphere. In 1961 a Latin American Division was established in the Department of External Affairs in order to deal more adequately with Latin American affairs.

At the end of January 1962, Canada was represented in Latin America by 28 officers from the Department of External Affairs and 26 from the Department of Trade and Commerce. This expansion of Canada's diplomatic representation in Latin America and of its relations with its southern neighbours is but one illustration of the way in which the Canadian Government has been actively promoting closer political, cultural and commercial ties with the nations of the Western Hemisphere.

## *Recent Visitors To Canada*

Mr. John McEwen, Deputy Prime Minister of the Commonwealth of Australia and Minister of Trade, visited Ottawa March 15 and 16, 1962. During this visit, Mr. McEwen held talks with Prime Minister Diefenbaker and other Canadian ministers. He discussed with them matters of common interest to Canada and Australia, particularly in the field of international trade, including the implications of the European Economic Community and of the possible membership of Britain in the Community.

Mr. McEwen was accompanied by the following advisers from the Australian Department of Trade: Mr. G. Warwick Smith, Deputy Secretary; Mr. A. J. Campbell, First Assistant Secretary in Trade Policy; and Mr. R. S. Livingston, Acting Assistant Secretary.



*Mr. McEwen*



*Mr. Tokugawa*

ter understanding between the two countries.

The main purpose of Mr. Tokugawa's visit to Canada — his first in 27 years — was to participate in the ceremonies marking the opening of an authentic Japanese garden on the campus of the University of British Columbia.

# *Antarctica*

ANTARCTICA has been the scene of the unfolding of an important modern-day story of exploration, a narrative rendered more impressive by the sheer vastness of the inhospitable frozen continent and the verve with which men are challenging it in pursuit of scientific knowledge.

Antarctica proper, exclusive of the ice shelves on its periphery, has a land area of 5.5 million square miles, which is approximately the size of the United States and Europe combined. In contrast to the polar basin of the Arctic, which is an ocean area almost surrounded by continents, Antarctica is a high, ice-covered land bounded by the sea. Twenty million cubic kilometres of ice, representing about 95 per cent of the world's ice, is locked up in Antarctica. Less than two per cent of the continent is ice-free. The melting of the Antarctic ice would raise the level of the oceans of the world as much as 65 metres, inundating or submerging such cities as London, New York and Tokyo.

The opening of this continent has required determination, perseverance and a high degree of organization. During the International Geophysical Year (IGY), which actually lasted from July 1, 1957, to December 31, 1958, 12 nations established 60 stations in Antarctica to study various scientific phenomena.

## **First International Programme**

Although some knowledge of Antarctica had already been accumulated, the IGY was the first concentrated international scientific assault on the "White Continent". In 1882-83, at the urging of an Austrian naval officer, an international polar year was promulgated during which 14 stations were established by 11 nations in the Arctic and Antarctic regions. However, none of these were established on the Antarctic continent proper, and only two were located on its fringes. The first international polar year was succeeded by a second 50 years later, in 1932-33, in which 44 nations participated. Extensive studies of the Arctic polar basin were undertaken but again the Antarctic was barely touched upon.

Then, in 1950, a small international group of scientists, led by Dr. Lloyd Berkner of the United States, who had been a radio engineer on the first Antarctic expedition of Admiral Byrd, suggested that the time had come for a third polar year. In support of the proposal, Dr. Berkner pointed to the recent advances in all the geophysical sciences and the fact that during the two earlier polar years the sunspot cycle had been near its minimum. A third such year, coming in 1957-58, just 25 years after the previous one, would find the sunspot cycle near its maximum. This proposal was considered by the International Council of Scientific Unions, which decided that the observations would be of greater value if they were not limited to the polar regions. Much could be learned by com-

paring and combining information from the poles with similar information from tropical and temperate zones. This world-wide effort, which was entitled the International Geophysical Year, was participated in by over 60 nations and 30,000 individual scientists manned more than 1000 stations from pole to pole and round the earth. Although the activities of Canadian scientists during the IGY centred in the Arctic, Canadian interest in the whole programme was increased because the President of the International Union of Geodesy and Geophysics during the IGY was a Canadian, Professor J. T. Wilson of the University of Toronto. In his official capacity Dr. Wilson visited the Antarctic during that year.

### **Permanent Installations**

One of the greatest achievements in Antarctica during the IGY was the building of permanent scientific observation stations on the continent. For the first time, scientists successfully spent the dark winter night away from the seacoast on the great polar plateau. During the IGY, the United States established a station at the South Geographical Pole. France established a second at the South Magnetic Pole, and the Soviet Union a third at the South Geomagnetic Pole.

As a result of the scientific activities conducted at these stations under the auspices of the IGY, it has become possible to compile a weather-map for the whole world. Appreciable gains were also made in other branches of science. The immensity of the task of opening the continent can be illustrated by the fact that 186 minerals have already been discovered in Antarctica, including the world's largest reserves of coal — yet to date only one per cent of Antarctica has been surveyed geologically.

It was unanimously agreed by the 12 nations which participated in the Antarctic IGY programme (Argentina, Australia, Belgium, Chile, France, Japan, New Zealand, Norway, South Africa, the Soviet Union, Britain and the United States) both that scientific work in Antarctica should be continued and that the principles of international peaceful co-operation inaugurated during the IGY should be defined in an international treaty. In the period before such a treaty could be negotiated, the Special Committee for Antarctic Research (SCAR) was established to co-ordinate research activities in Antarctica. After 15 months of intensive negotiation in a Permanent Working Group in Washington and a formal conference lasting six weeks, an Antarctic Treaty was signed in Washington on December 1, 1959. This instrument entered into force on June 23, 1961, after it had been duly ratified by the governments of the 12 signatory nations. The instruments of ratification have been deposited in Washington.

### **U.S. Scientific Studies**

The scientific studies currently being carried out in Antarctica by the United States are typical of the work that is being conducted by all the signatory powers of the Antarctic Treaty. During the 1962-63 operational year, more than 200

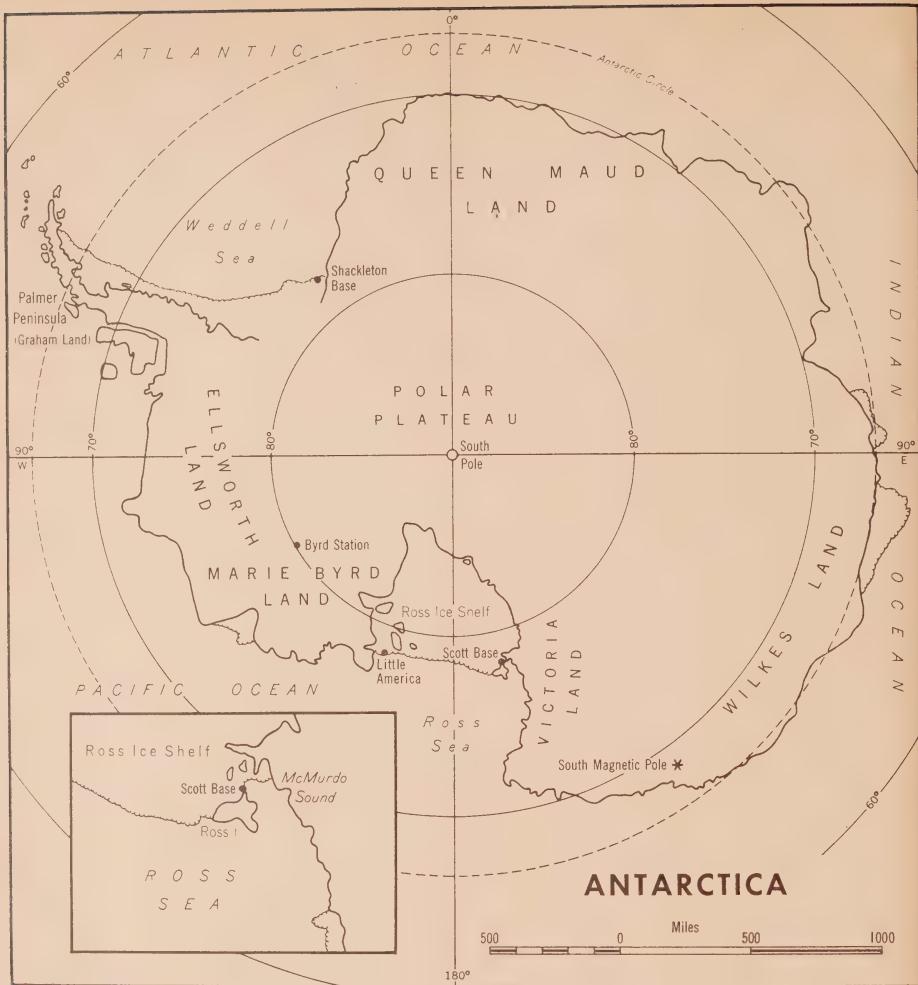
U.S. scientists will conduct investigations in Antarctica in the fields of biology, cartography, geology, glaciology, meteorology, oceanography, earthquake seismology and upper atmosphere physics. Although biological programmes were not included in the official IGY studies in Antarctica, at present 13 American agencies have programmes, embracing a wide range of biological problems. The main area of investigation for the United States has been at McMurdo Sound in the Ross Dependency, the location of the main United States logistic base in Antarctica, at which a complete biological laboratory has been established. Among other things, a thorough study is being made of the size, age, colour and metabolic rates of Antarctic fish and inshore marine invertebrates. Increasing world population pressures may some day make the fish life in Antarctic waters important nutritionally and commercially.

The penguin, the distinctive symbol of Antarctica, has also proven to be an intriguing subject for biological investigation. Scientists from both the United States and New Zealand are studying the sexual and parental behaviour and the orientation mechanisms of the Adelie penguin. The penguin's "orientation mechanism", which manifests itself in an extraordinarily keen homing instinct, is one of the bird's most pronounced characteristics. Some months ago, five Adelie penguins from the rookery near the Australian base at Wilkes were flown to McMurdo Sound. By the next mating season, three of them had walked and swum over 2000 miles back to their original rookery at Wilkes and established themselves on the same nesting rocks from which they had been taken the year before. In crossing the vast and featureless ice wastes, they had passed several other penguin rookeries.

The exploration of Antarctica has followed a natural sequence — mapping of the continental boundaries and surveys of the interior, followed by geological surveys. In recent years, large areas of Antarctica have been charted by British, American, Russian and Norwegian aerial photography expeditions. However, aerial photography, as in other parts of the world, has had to be supplemented and corroborated by laborious land surveys.

### **Geographical Discoveries**

Some of the most startling geographical discoveries of this century have been made in Antarctica. Although it had long been assumed that Antarctica was bisected by a trough joining the Ross and Weddell Seas, the surface expression of which is the Ross and Filchner Ice Shelves, American geophysicists, by employing the technique of seismic shooting — a form of echo sounding with explosive charges — have demonstrated convincingly that the coastal mountains of Marie Byrd Land are not located on the Antarctic continent at all but are, in fact, the tops of a series of offshore islands separated from the mainland of East Antarctica by a channel 500 to 600 kilometres wide, reaching a depth of 2,500 metres below sea level in places and joining the Ross and Bellingshausen Seas. This year, in Antarctica, an American overland traverse party is endeavouring to



discover whether there is a minor offshoot of this channel linking with the Weddell Sea. In a sense, however, these remaining geographical mysteries are only of academic significance since the average elevation of Antarctica, the loftiest of all continents, is almost 7,000 feet — most of it ice. For example, Byrd Station, which is at an altitude of 5,000 feet, is built on an ice-cap 10,000 feet thick, which means that the so-called "land" in this area is 5,000 feet below sea level.

### Meteorological Co-operation

It is in the field of meteorology that international scientific co-operation in Antarctica is most striking. An International Antarctic Analysis Centre (IAAC) established at Little America Station was moved to Melbourne, Australia, where it has continued to function since 1959. Here current weather charts for various

levels are compiled, for the use of operating groups, from the data submitted by meteorologists of various nationalities working in Antarctica. The difficulties involved in providing reliable weather data for Antarctica, an area almost twice the size of the United States, is illustrated by the fact that there are only 20 meteorological stations in the whole Antarctic continent, as opposed to the 400 stations located within the borders of the continental United States.

The studies of the ionosphere layers, the aurora, geomagnetic variations and the cosmic rays were the main programmes that prompted the initiation of the IGY and, with the added attraction of the presence of the South Magnetic Pole, Antarctica has been the scene of a very active upper-atmosphere research programme. One current project is of particular interest to Canada. It comprises high-altitude studies of the ionosphere, which are being conducted at magnetically conjugate points. In November 1961, a station (Sky-Hi) was established at 75°S 86°W (in Ellsworth Land) to undertake programmes in ionospheric soundings, Very Low Frequency studies, magnetics and riometer observations. Concurrent with the establishment of Sky-Hi, the United States National Bureau of Standards, in co-operation with the Canadian Government, is establishing a mobile station at the Sky-Hi magnetically conjugate point, which is somewhere in the Province of Ontario. In co-operation with a private aircraft company, the National Science Foundation (the government organization that administers the grants for United States scientific activities) is also sponsoring the establishment and operation of a research station at McMurdo Sound for the study of solar flare radiation, one of the most serious menaces for space travellers.

In advance of the IGY, the United States Government decided that the only agency which could provide the necessary logistic support for the scientific and special activities of the United States in Antarctica was the Department of Defence. The Secretary of Defence delegated the executive responsibility for this task to the Navy, as the branch of the armed forces with the most experience and interest in the Antarctic region and with the most suitable equipment. Each year since preparations for the IGY started, the United States Navy, on behalf of the Defence Department, has been developing the support programme, calling upon the other armed forces for such assistance as might be required. The armed forces provide transportation to and from Antarctica, conduct aerial reconnaissance and photographic flights, furnish communications equipment and medical supplies, fly research equipment to support scientific and other field parties, and engage in exploration, oceanography and other scientific projects.

### **Byrd Station**

In support of the United States scientific programme in the Antarctic, the major infrastructure projects being completed during the current operational season include the building of a new "science city" at Byrd Station and the construction of a nuclear reactor to supply the power for the logistic base at McMurdo Sound. One of the most inspiring undertakings in Antarctica is the Byrd Station project,

where a new underground station is being tunnelled through the ice to replace a key American station built during the IGY. The old station is now being crushed under a five-year accumulation of 5,000 tons of ice and snow. Old Byrd Station had been built on the polar plateau at the geographical co-ordinates of 80°S and 120°W, a location which simplified scientific calculations. In order to ensure that these scientific observations can be continued uninterrupted and without adjustment, New Byrd Station is being built on a site only five miles away.

The new station will consist of a number of prefabricated buildings erected inside a series of interconnecting tunnels. This underground city, which will include 35 structures for the scientific programme, will have more than a mile and a half of tunnels, all of which are being constructed on the same principle, that of cutting a trench with free-standing snow walls, covering it with steel or wooden arches, and later backfilling with processed snow to the level of the original surface. The new structures should last for a number of years. Because they are being built inside the tunnels, there will be no danger of their being crushed by direct ice pressure. When a nuclear reactor is installed at Byrd Station in 1964-65, the scientific and naval support personnel at the Station should be able to live snug and safe inside their ice tunnels almost indefinitely.

Members of the Naval Construction Battalion, the "Seabees", have just completed a nuclear reactor at McMurdo Sound, which will produce 1,500 kilowatts of electricity. The original nuclear core of the plant should last two years and will provide sufficient energy to reduce by about two-thirds the 600,000 gallons of fuel oil used every year at the McMurdo installations. It will also cut by half the work of supplying that logistic base. Altogether the United States Navy intends to build four nuclear stations in Antarctica — two at McMurdo Sound and one each at the scientific stations at Byrd and the South Pole.

Starting with Admiral Byrd's expeditions, the United States had made a significant contribution to Antarctic technology through the adaptation of modern techniques and equipment. The United States was the pioneer in the use of aircraft for supply operations in Antarctica. Currently, the United States Navy's Air Development Squadron has 22 aircraft under its control in Antarctica, ranging from two "Super Constellations" to five Canadian-built "Otter" aircraft and four helicopters, all of which are specially adapted for Antarctic operations. The Squadron was the first to equip the "Hercules" (C-130) air-cargo craft with skis so that high-priority heavy payloads could be transported to island stations. Supplementing the work of the Naval Squadron are nine "Globemaster" (C-124) aircraft of the Military Air Transportation Service of the United States Air Force. The basic role of the "Globemasters" is to provide the long-haul cargo-carrying service from the United States through Christchurch, New Zealand, to Antarctica and to "air drop" diesel fuel and other supplies to the Byrd and South Pole Stations. Air Force spokesmen estimate that experience gained in the Canadian Arctic in the building and operation of the DEW Line provided them with the basic training necessary for similar supply operations in the Antarctic.

### **Scott Base**

In contrast to the large-scale programme of the United States, another Antarctic Treaty partner, New Zealand, is also operating stations in the Ross Dependency and making an important contribution to the scientific effort in Antarctica. Scott Base, New Zealand's main station, is only three miles from the United States logistic base at McMurdo Sound. Although there is now a biological laboratory at the McMurdo base, it was originally intended that all the basic scientific research in the area between the South Pole and Hallett Stations, being conducted under the auspices of the IGY, should be centered at Scott Base. Opportunity was also taken to use Scott Base as the headquarters of the Commonwealth Trans-Antarctic Expedition led by Dr (now Sir) Vivian Fuchs. In addition, New Zealand continues to exercise joint responsibility, with the United States, for Hallett Station, 300 miles from McMurdo Sound and the nearest point in the Ross Sea area of Antarctica to New Zealand.

Although not, strictly speaking, a scientific activity, one of the most useful tasks recently assumed by the New Zealanders in Antarctica is the restoration of the historic huts of the "Heroic Age" of Antarctic exploration — all of which are located in the McMurdo Sound area and therefore within the boundaries of New Zealand's Ross Dependency. The huts used by Captain (later Sir) Ernest Shackleton on his 1908 expedition and by Captain R. F. Scott on his 1911 expedition have been dug from the ice in which they were buried and restored to their original condition. To visit these huts is to step back 50 years. Canisters of food and slabs of meat stored outside the huts have been preserved perfectly in the Antarctic ice through the intervening years and are still edible.

The principles of international co-operation embodied in the Antarctic Treaty are being carried out in practice. One of the most spectacular manifestations of this is in relation to civil aviation. Recently, the pioneer Soviet flights to Antarctica were facilitated through the co-operation of the United States and New Zealand authorities at Christchurch (the advance headquarters of the United States Antarctic Naval Support Force) and through the use of the United States ice runway at McMurdo Sound. Last year, the United States Navy made a special flight in the Antarctic winter to evacuate an ailing Russian exchange scientist at Byrd Station. This year, a Soviet aircraft at Mirny carried a sick Australian diesel mechanic from the Australian base at Mawson to McMurdo Sound for evacuation to New Zealand. In many ways, the Antarctic Treaty provisions are being carried out to the letter. For example, because Article V stipulates that "any nuclear explosion in Antarctica and the disposal there of radioactive waste material shall be prohibited", the United States Navy has agreed to transport all atomic waste from its nuclear reactors in Antarctica out of the southern polar continent to the United States.

## *Japanese Farmers Train in Canada*

ON March 28 three young Japanese farmers, Y. Awaya, M. Yoshii and K. Hida, arrived in Vancouver to undertake a year's training in Canadian farming methods through actual experience as farmhands on typical Canadian farms. After their training, which will include visits to Canadian agricultural colleges, provincial departments of agriculture and commercial organizations, the three young farmers will return to Japan, where they can apply their new knowledge to the operations of their own farms or those of their friends and neighbours.

The programme for training Japanese farmers was first established in 1957 in response to the Japanese desire to have farmers acquire a better knowledge of dairy farming and mixed farming, which are acquiring a greater importance in Japanese agriculture. Each year since then three young Japanese farmers have benefited from the training provided. The trainees are usually farmers themselves or local agricultural agents. The Canadian farms on which they are placed are chosen with a view to their particular interest in farming and the location in



— Graphic Industries Ltd.

*Three young Japanese farmers about to begin a year of practical training in Canadian farming practices near Vancouver, B.C.*

Canada is varied from year to year. This year's trainees, for instance, will be placed on farms in the Vancouver area; last year the trainees were placed on farms near Ottawa. Farms in Quebec and farms in Manitoba have been selected in previous years.

The programme is made possible by the co-operation of the Japanese authorities and the Canadian Departments of Agriculture, Citizenship and Immigration, External Affairs and Veterans Affairs, as well as the appropriate provincial agricultural authorities. The Japanese authorities select the trainees and provide for their transportation to and from the selected farms in Canada. The Canadian farms are selected by the Department of Agriculture in co-operation with the appropriate provincial authorities. The trainees are paid normal Canadian farm wages by the Canadian farm operators and from these wages they are expected to meet their own normal living and recreational expenses. The hospital and medical facilities of the Department of Veterans Affairs are available to the trainees in the event of accident or illness, subject to recovery of the expenses involved from the Japanese authorities.

Over the years the farm trainee scheme has operated to the complete satisfaction of all concerned. In addition to the opportunities afforded the trainees themselves to acquire, and later disseminate in Japan, useful techniques of Canadian agriculture, especially dairy farming and mixed farming, the programme provides the trainees and the Canadian farming community in which they live with a unique opportunity to observe and appreciate a different way of life and to promote greater understanding between the people of Canada and Japan.

# *External Affairs in Parliament*

## **Canada at Geneva**

*Addressing the House of Commons on April 16 during the portion of the supply debate concerning Canadian representation at international conferences, the Secretary of State for External Affairs, Mr. Howard C. Green, said, in part:*

. . . The disarmament conference in Geneva is working on three fronts. One is negotiation on a disarmament treaty. The United States do not like to have it called a treaty because they have a problem with Congress in connection with treaties. They call it a basic understanding, or some such thing. In any event, the plenary session is working on the terms of the disarmament agreement and some progress is being made. My dispatches this morning indicate a statement from one of the Soviet negotiators that he thought there was real progress being made in the plenary session on this question of a disarmament agreement. The United States and Russia, with quite a lot of prompting from everybody else, have almost reached agreement on the terms of the preamble. Now the main work on the first part of that disarmament treaty is being undertaken.

On the second front an attempt is being made to reach agreement on collateral measures, namely the prohibition of war propaganda. Hon. members will recall that I pointed out that, while the disarmament agreement was being considered in the plenary session, the group, sitting as a committee of the whole, was going to consider parallel measures which would not necessarily be written into a disarmament agreement. The United States and Russia agreed that the first subject would be war propaganda. Canada asked that the first subject be outer space, but we did not get our point and we have not got it yet. However, we are still pressing to have outer space considered in that committee. I hope one of these days it will be, because I think it is extremely important to agree on a declaration that outer space will not be used for the launching of weapons of mass destruction. On the question of war propaganda, this committee of the whole has had several meetings and has reached agreement on part of a declaration about war propaganda. They have not yet, however, reached complete agreement.

Then on the third front there has been a subcommittee of the three nuclear powers dealing with the question of a nuclear test ban treaty. As yet there has been no agreement. I suggested that some of the eight unaligned nations should be added to that subcommittee of three, but the three nuclear powers would not agree to it. They are carrying on in that subcommittee and reporting regularly to the conference as a whole. The difficulty, as I pointed out, has to do with verification. The United States has said that it will not have any more nuclear tests if agreement can be reached on the question of verification. Russia has said she does not want verification if it involves sending anybody on Russian territory,

and all of us have been trying to bridge that gap. Not only the eight unaligned countries but Canada as well have been doing their best. We are one of the four Western powers represented at the conference, so we are in a position to talk to the representatives of Britain and the United States. There have been various suggestions made.

The suggestion made today by the eight unaligned countries is one which we hope will be very carefully considered by the three nuclear powers. As yet it has not been rejected, and I think it would have been a great mistake to reject that proposal out of hand. I am very glad that was not done in the conference at Geneva, because, if by any chance it brings about a meeting of minds among the three nuclear powers, then certainly the conference will be over a very big hurdle and this may make all the difference between the success and failure of the conference. If a series of nuclear tests is started now, no one knows where it will end, and no one knows what the effect will be on the conference itself.

. . . I have not got the final details of the proposal, but it involves the use of the national detection facilities of all the nuclear powers and of any other countries which wish to participate, under the control of scientists rather than the military. The idea is to set up a scientific group which would be able to check on blasts. If necessary it would be under centralized control so that scientific teams could be dispatched to find out whether a seismic disturbance had been an atomic blast or an earthquake or had been caused by some other phenomenon. Generally speaking, it is proposed to use the scientists rather than other regular national bodies, and the thinking behind this is that the scientists in the East and the West have co-operated much more fully than other groups in those respective areas.

No one can say whether this proposal will meet the wishes of the Russians, Americans and British but, as I said, it is a proposal that deserves the most careful consideration.

In addition to these three fronts there is another front right outside the disarmament conference, and that is the question of Berlin. While I was in Geneva there were extensive consultations among the foreign ministers of the United Kingdom, the United States and the Soviet Union on the problem of Berlin. Many hours were taken up in these discussions, and today in Washington the United States Secretary of State begins talks on Berlin with the Soviet Ambassador to the United States, these being a continuation of the talks which took place in Geneva. It may be that the first break will come on the question of Berlin, and it may be that there will be an agreement which would involve Berlin and nuclear tests. I do not know, but I think it is hopeful that these talks are proceeding both in Washington and at the disarmament conference in Geneva. Looking back to last September, one must realize that at that time nobody was talking and everybody was threatening. It is very clear that the situation today is much more promising than it was at that time. . . .

## **Human Rights Commission**

*The following announcement was made by Prime Minister John G. Diefenbaker on April 17:*

... Canada was today elected to the Commission on Human Rights, one of the functional commissions of the Economic and Social Council of the United Nations. The Commission, which was established early in 1946, now consists of 21 members elected by the Council for a period of three years. Canada will begin its term on January 1, 1963.

This is the first time Canada has been elected to the Commission on Human Rights. It is a source of satisfaction not only to the Government but, I am sure, to all Canadians that Canada will now have the opportunity to participate directly in this important international endeavour to promote and encourage respect for human rights and fundamental freedoms for all mankind, such as we have promoted within our own country.

## **GATT Tariff Negotiations**

*On April 18, the Minister of Trade and Commerce, Mr. George Hees, announced that he wished to report "some further results of the GATT tariff negotiations which have been taking place in Geneva":*

During the tariff conference Israel, Portugal, Cambodia and Spain engaged in tariff negotiations with several countries in order to complete the necessary steps for their accession as member countries to GATT. This will bring the membership of the GATT to 44 members, accounting for well over 80 per cent of world trade.

In our negotiations with Israel and Portugal, concessions of interest to Canadian exporters were secured. In addition, indirect benefits accrue to Canada by virtue of bilateral negotiations between these two acceding countries and third countries including the United States. The results of the United States negotiations with these two countries have already been drawn to the attention of the House in my announcement of April 6.

Tariff reductions obtained from Israel of interest to Canadian exporters include the following: wheat, aluminum, synthetic rubbers, phenol and radio navigational instruments. Bindings against tariff increases were secured on hoops and strips of iron and steel, internal combustion engines and cattle hides.

Portugal has agreed to reduce the duty on flaxseed, synthetic rubbers, copper, synthetic fibre threads and yarns, films and refrigeration apparatus. Existing rates on salted cod were bound against increase.

In return, Canada has agreed to bind the existing free entry on oranges, almonds, boards and blocks of cork, ripe olives in brine and unset diamonds.

Canada also agreed to bind the existing rates on corks and to reduce the duty on manufactures of cork from 15 per cent to 10 per cent.

Canada did not negotiate directly with Cambodia, but all tariff reductions agreed upon between Cambodia and third countries will be available to Canada. The results of these negotiations will be announced later. With respect to Spain, negotiations have been successfully concluded between Canada and Spain and it is expected that the results of all Spain's negotiations will be made public shortly. . . .

## ■ ■ ■ APPOINTMENTS AND POSTINGS IN THE CANADIAN DIPLOMATIC SERVICE

Miss V. Allen posted from Ottawa to the Office of the High Commissioner for Canada, Wellington. Left Ottawa April 1, 1962.

Mr. A. J. Pick, Canadian Ambassador to Peru, posted to Ottawa. Left Lima April 3, 1962.

Mr. S. Grey posted from the International Supervisory Commissions, Indochina, to Ottawa. Left Saigon April 4, 1962.

Mr. D. R. Taylor posted from the Office of the High Commissioner for Canada, London, to the Canadian Embassy, Washington. Left London April 5, 1962.

Miss K. R. Berton posted from Ottawa to the Canadian Embassy, Moscow. Left Ottawa April 6, 1962.

Mr. A. Chistoff posted from Ottawa to the International Supervisory Commissions, Indochina. Left Ottawa April 8, 1962.

Mr. R. S. MacLean posted from Ottawa to the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development, Paris. Left Ottawa April 11, 1962.

Mr. J. J. M. Coté posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa April 12, 1962.

Mr. R. H. N. Roberts posted from Ottawa to the Office of the High Commissioner for Canada, Dar-es-Salaam. Left Ottawa April 12, 1962.

Mr. J. C. G. Brown posted from the Canadian Embassy, Cape Town, to Ottawa. Left Cape Town April 13, 1962.

Mr. J. L. T. M. Ouellette posted from the Office of the High Commissioner for Canada, Lagos, to the Canadian Embassy, Yaoundé. Left Lagos April 20, 1962.

Mr. W. G. M. Olivier posted from the Canadian Embassy, Madrid, to Ottawa. Left Madrid April 24, 1962.

Mr. G. I. Warren appointed to the Department of External Affairs as Foreign Service Officer 1 effective April 24, 1962.

Mr. W. E. Bauer posted from the Canadian Embassy, Rome, to the Permanent Mission of Canada to the European Office of the United Nations, Geneva. Left Rome April 26, 1962.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### Honduras

Exchange of Notes between Canada and Honduras constituting an agreement permitting amateur radio stations of Canada and Honduras to exchange messages or other communications from or to third parties.

Tegucigalpa April 6, 1962.

Entered into force April 6, 1962.

##### Italy

Agreement between Canada and Italy for air services between and beyond their respective territories.

Signed at Rome February 2, 1960.

Instruments of Ratification exchanged at Ottawa April 13, 1962.

Entered into force April 13, 1962.

##### United States of America

Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons.

Signed at Washington February 17, 1961.

Instruments of Ratification exchanged at Ottawa April 9, 1962.

Entered into force April 9, 1962.

Exchange of Notes between Canada and the United States of America granting permission to the United States to construct, operate and maintain three additional pumping stations in Canada on the Haines-Fairbanks Pipeline.

Ottawa April 19, 1962.

Entered into force April 19, 1962.

#### Multilateral

##### International Telecommunication Convention.

Done at Geneva December 21, 1959.

Signed by Canada December 21, 1959.

Canada's Instrument of Ratification deposited March 26, 1962.

Entered into force for Canada March 26, 1962.

International Labour Organization Convention 116 concerning the partial revision of the Conventions adopted by the General Conference of the International Labour Organization at its first thirty-two sessions for the purpose of standardizing the provisions regarding the preparation of reports by the governing body of the International Labour Office on the working of Conventions, adopted by the Conference at its forty-fifth session, Geneva, 26 June 1961.

Canadian Instrument of Ratification deposited  
April 25, 1962.

Protocol of Terms of Accession of Israel to the General Agreement on Tariffs and Trade.

Signed by Canada April 6, 1962.

Protocol of Terms of Accession of Portugal to the General Agreement on Tariffs and Trade.

Signed by Canada April 6, 1962.

# EXTERNAL AFFAIRS

*External Affairs is issued monthly in English and French by the  
Department of External Affairs, Ottawa.*

*It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced.  
Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year  
(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.*

*Authorized as Second Class Mail, Post Office Department,  
Ottawa.*

*Vol. XIV No. 6*

## *Contents*

*June 1962*

The World Food Programme .....	182
NATO Ministerial Meeting — Athens .....	189
The Peaceful Uses of Outer Space .....	192
Appointments, Transfers and Resignations in the Canadian Diplomatic Service .....	196

# *The World Food Programme*

AS MEMORIES of the suffering and losses of the Second World War faded, and as hopes were raised among the nations of the world that the second half of this century would bring them not only peace but plenty, certain problems began to emerge more clearly and clamantly from the dim background where they had lurked, largely unheeded, for decades. Of the four essential human freedoms proclaimed in 1941 to be the foundations of the world the Allied Powers sought to make secure, one was "Freedom from Want". The extent of that "want" in the economically less-developed and often over-populated areas of the world was far greater than most people had realized. As the work of post-war reconstruction and rehabilitation went on, as more normal economic conditions were restored, and as health and living standards began once more to rise, it was perceived that a morally intolerable contrast existed between the poverty and hunger of more than half of the world's people, on the one hand, and the affluence and abundance of a few more fortunate countries on the other hand.

The history of attempts to solve this paradox goes back to the creation of the Food and Agriculture Organization in 1945, from which time a great deal of serious thought and planning was devoted to various proposals, such as the "World Food Board", which was discussed in 1946 on the initiative of Lord Boyd-Orr, the first Director-General of the FAO. Other still-born schemes have been the "International Commodity Clearing House", and the "World Emergency Food Reserve". Unfortunately, the history of these past international efforts has been one of frustration. The main reason for lack of progress during those earlier years was that all these proposals were too ambitious and too broad in character; the resources available were inadequate to the requirements, and the climate of international opinion was against multilateral action in operational fields as distinct from advisory or informational roles.

## **A Canadian Initiative**

A few years ago, this was the situation: the problem of helping the needy and the hungry was growing steadily more pressing, in spite of all that was being done bilaterally through the generosity of certain of the countries producing surplus food, notably Canada and the United States. The burden was falling unequally on the richer countries, and the benefits of such arrangements were flowing unevenly to the needy countries. It was at this point that Canada proposed the creation of a World Food Bank. At first the idea evoked rather limited response, but it began to gain support and momentum when a concrete start was made at the fifteenth session of the United Nations General Assembly. On September 27, 1960, Prime Minister Diefenbaker called attention, in the following words, to

the urgent problem of feeding the millions of chronically hungry and under-nourished peoples of the world:

"Some of our countries have tremendous surpluses of cereals and other food-stuffs. We also have the capacity to increase our production greatly. Surplus food, piled up in sterile storage, is hard to justify when so many human beings lack adequate food and nutrition. I realize, as the Food and Agriculture Organization has stated, that agricultural surpluses of the more advanced countries would only be temporary relief and therefore would be incomplete. I believe, however, that much must be done on behalf of food-deficient countries, first to help them in their hour of need and then to help them raise their own levels of production. This to me is the responsibility of the United Nations as a whole, to meet this challenge. A few countries cannot underwrite the costs of transferring their surpluses to the countries in need. What we need is to join together in contributing to a solution of truly world-wide scope to this problem of the world's suffering and starving peoples. We have tried to do that. I now welcome and commend the suggestion made by the President of the United States last week that the Assembly should seriously consider devising a workable plan along the lines of the 'Food for Peace' programme. We envisage a 'Food Bank' to provide food to member states through the United Nations. Such a scheme would require the establishment of concerted machinery which would take into account established patterns of trade and marketing and co-ordinate individual surplus-disposal operations to improve the effective utilization of wheat."

This initiative led to the speedy and unanimous adoption by the General Assembly on October 27 of Resolution 1496 (XV), which, *inter alia*, invited the FAO to undertake a study of the feasibility and acceptability of additional arrangements — meaning, of course, a World Food Bank — having as their objective the mobilization of available surplus foodstuffs and their distribution in areas of greatest need, particularly in the economically less-developed countries. The Director-General of the FAO was further requested to report on action taken to the thirty-second session of the ECOSOC the following summer. The United Nations resolution was passed just in time to enable the FAO Council, then concluding its regular autumn (thirty-fourth) session in Rome, to endorse the mandate and to authorize the Director-General to implement the General Assembly's request.

Action followed swiftly. By the following January, there had assembled in Rome a group of "high-level, independent experts" convened by the Director-General, Dr. B. R. Sen, to aid him in the preparation of his report to the ECOSOC. Their conclusions and recommendations were embodied in a draft report submitted by Dr. Sen to an *ad hoc* Intergovernmental Advisory Committee (on the use of food surpluses) which met in Rome from April 5 to 12; Canada was one of the 13 countries elected to this body when the FAO Council set it up at its thirty-fourth session.

## **FAO Proposals**

In the Director-General's report, the main emphasis was laid on the need to promote rapid economic development, in which food aid could play an important and useful role. He estimated that, for a given value of surplus food aid used in the promotion of economic and social development, three to four times the value of additional non-food aid would be required if imbalances were not to develop. Over the next five years he foresaw perhaps about \$12,500-million worth of surplus food commodities becoming available for use outside normal commercial channels; if this were to be exploited in an international food aid scheme, it would have to be integrated with some \$37,500 — \$50,000 million of additional capital aid. However, the Group of Experts had estimated that the objective they had in view could be achieved by an increase in total aid from the 1960 level of \$3,600 million a year to between \$5,000 million and \$6,000 million. Even this lower estimate seemed to the Intergovernmental Committee to be perhaps beyond the range of the practical possibilities at that time, and the Canadian delegation, led by Dr. S. C. Barry, Deputy Minister of Agriculture, proposed instead that, to avoid repeating the failures of earlier proposals, a more modest beginning should be made on a multilateral basis, so as to be within the financial reach of most United Nations member countries, and with the limited initial objective of meeting the world's emergency food requirements arising out of distress or disaster conditions. It was hoped that, once begun, such a World Food Bank could hope to grow and expand the scope of its activities over the years. This more limited approach was supported by the United States delegation, which, on April 10, made a specific proposal for an initial programme on a multilateral basis that might aim at a fund of \$100 million (U.S.) in commodities and cash contributions, and for which the United States would be prepared to offer \$40 million in commodities, with the possibility of a supplementary cash contribution. The fund would be available for use over a fixed forward period, probably three years. This proposed programme, in which the FAO would have a major role, would be designed for emergency relief, but, to a limited extent, resources would be used for pilot projects such as school lunch programmes and/or labour-intensive schemes.

In his revised report to the ECOSOC, published in May, the Director-General reported the American proposal (Section VII, Paragraph 127) and included at Appendix 4 (Page 119) the text of the April 10 statement by the United States delegate.

This idea was carried further forward during the meetings of the FAO Committee on Commodity Problems and by the FAO Council in late May and June of 1961. It became clear at those meetings that very few countries had yet given serious consideration to the United Nations Resolution 1496 and it thus rested with Canada and the United States to maintain the initiative behind the specific idea of a World Food Bank. Indeed, when the ECOSOC considered the Director-General's report at its thirty-second session in Geneva late in July, it was found

that there was a widespread disposition to support an initial experimental three-year programme rather than to attempt to embark on the much larger-scale operations envisaged by the Director-General. At the same time, it can fairly be said that the basic approach underlying the Director-General's more ambitious recommendations had won general acceptance. There was, however, almost no discussion of the organizational aspects of a food aid programme.

The resolution adopted by the ECOSOC on August 2, No. 832 XXXII, expressed appreciation for the \$100-million Food Bank proposal, and requested the Secretary-General of the United Nations and the Director-General of the FAO "to consult further with one another . . . with a view to formulating more fully proposals regarding procedures and arrangements through which a multi-lateral programme for the mobilization and distribution of surplus food for the relief of hunger and malnutrition . . . and for using surplus food for economic and social development . . . could be most effectively carried out." Work on a draft programme proceeded quickly, and, in mid-September, senior FAO officials visiting Ottawa discussed with Canadian authorities the broad outline of the likely UN-FAO proposals. While accepting the \$100-million framework, they considered that emergency relief activities should occupy a subordinate role in Food Bank operations, limited to, say, one quarter of the total resources. This implied a compromise between the initial "\$100-million-for-emergencies" plan and the Director-General's multi-billion dollar scheme for economic development through food, and reflected the preference of less-developed countries for the latter form of aid. It had all along been widely recognized and accepted that, whatever the Food Bank might do in emergencies, there would probably always be additional help extended bilaterally by friendly countries and by international charitable organizations.

The joint proposals of the late Secretary-General and the Director-General were published in September 1961 both by the FAO and by the United Nations. These were presented first in terms of arrangements to be made by countries in providing resources, and secondly in terms of procedures to be followed by participating countries and international organizations. It was contemplated that the headquarters would be in Rome, under the wing of the FAO, and that there would be three branches: planning and research, operations, and appraisal. Governmental supervision was to be exercised by a Committee which would provide general policy guidance. Some of the main features of the WFP were that it should be entirely voluntary; that the initial subscription goal would be \$100 million, but that operations should commence well before that total was reached; that the "overall goal" for contributions was two-thirds in commodities and one-third in cash; that there would be close co-operation with other Specialized Agencies and UNICEF; and that there should be no injury to normal commercial interests. These proposals remained largely unchanged throughout the months of intensive negotiations and discussions that followed, and formed the basis of the WFP Charter as it was drafted in February 1962.

At the eleventh session of the FAO Conference, in Rome in November 1961, the proposal for a World Food Programme occupied a major share of attention. However, it was not feasible for such a large gathering to attempt to discuss in detail the joint UN-FAO proposals, and efforts were instead concentrated on adopting a resolution authorizing the FAO to proceed, in co-operation with the United Nations, in establishing the World Food Programme, "as promptly as possible". It was the Canadian delegation, headed first by the Minister of Agriculture and then by the Minister of Fisheries, that took the lead in securing the unanimous adoption of FAO Resolution 1/61. During the discussion of this item, Mr. Angus MacLean stated, on behalf of the Government of Canada, that "my country is prepared to make an initial contribution to this programme of up to \$5 million in commodities and cash, with at least one-third of the contribution in cash." The United States offer of \$40 million was reaffirmed, and Denmark offered \$2 million.

Immediately following the Conference, the FAO Council held its thirty-seventh session, on November 25, and carried out its mandate from the Conference by electing 10 countries to the proposed Intergovernmental Committee (IGC) which was to provide governmental control over the WFP. Those chosen were Argentina, Brazil, Canada, France, Ghana, India, Indonesia, the Netherlands, the United Arab Republic, and the United States.

### **UN Action**

While the FAO Conference was in progress, consideration of this matter in the Second (Economic) Committee of the United Nations was postponed, since all concerned wished to avoid confusion and duplication of discussion. As soon as matters were settled in Rome, the way was clear for the Second Committee to act. Accordingly, on the initiative of the Canadian and United States Delegations, a draft resolution was circulated early in December, complementing that passed by the FAO, relating the WFP to the "United Nations Development Decade", and requesting ECOSOC to complete the IGC by electing 10 more countries to it. Formal debate began on December 8, following introductory statements by the Acting Secretary-General, U Thant, who used that occasion to make his first appearance before the Second Committee, and by the Director-General of the FAO. The Canadian Delegate then introduced the draft resolution, which had by then attracted eight co-sponsors; he was followed by the United States Delegate, who likewise supported it.

This subject aroused widespread interest and generated a lively debate lasting nearly a week. Much attention was given to questions of emphasis, and of safeguarding normal producing and trading interests, both foreign and domestic. The draft resolution underwent three formal revisions before being adopted by a roll-call vote in the Second Committee on December 13 of 72 in favour, none against, and 10 abstentions (the Soviet *bloc*). At the 1984th plenary meeting, on December 19, the resolution was passed as No. 1714(XVI) by a vote of 89

in favour, none against, and nine abstentions. As in Rome, there was prompt follow-up action by the ECOSOC, which, at its resumed thirty-second session in New York on December 22, elected the following states to complete the formation of the IGC: Australia, Colombia, Denmark, Morocco, New Zealand, Nigeria, Pakistan, Thailand, Uruguay and Yugoslavia.\*

Under the arrangements envisaged in the FAO and UN resolutions, the following few steps remained to be taken before the WFP could become operational. First, the IGC was to meet early in the year in Rome "to develop detailed procedures and arrangements for the programme" on the basis of the two resolutions, "taking due account of the joint report of the Secretary-General and the Director-General and giving consideration to the views expressed in reports of meetings . . . held under the auspices of FAO and the United Nations". UNGA Resolution 1714(XVI) further instructed the IGC, in preparing its recommendations for the establishment and operation of the programme, to take into account statements made at the FAO Conference and the General Assembly, and "such other conditions and procedures as may seem to it (*viz* the IGC) appropriate". This was intended to give the IGC a fairly free hand in working on a "blueprint" or "charter" for the WFP. Second, the FAO and ECOSOC Councils were to meet concurrently in New York in April of this year to consider and approve these recommendations. Third, a pledging conference of contributing countries was to be convened by the Secretary-General and the Director-General. Fourth, the WFP would become operational as soon as the set conditions concerning adequacy and composition of resources had been met.

At the first session of the IGC, held in Rome from February 12 to 20, the Canadian delegation tabled for consideration a draft charter that, while itself based on the joint proposals of the Secretary-General and the Director-General, differed from them in some respects, notably over the question of allocations of resources between emergency requirements and economic-development projects; in other areas there were differences of emphasis, and the Canadian draft envisaged much closer control over the WFP and supervision of its operations by the IGC than did the UN-FAO proposals. The session devoted itself in the main to the task of reconciling these two approaches, both of which were well supported. The resulting compromise recommendations, thanks to the high level of the debate and to the co-operative spirit which animated the Committee, were found to be unanimously acceptable, which augured well for the future of the programme. The resultant "charter" not only appeared to be workable but also met Canadian objectives on most of the main points. For example, in the matter of meeting emergency food requirements, it was provided that, after the first year and in the light of experience gained, the proportion of the resources reserved for this purpose would be reviewed by the IGC in consultation with the Director-General, with a view to making whatever adjustment might be seen to be desirable.

\*For an account of the Second Committee's debate on the WFP, see *External Affairs*, February 1962, Page 49.

### **Approval by UN and FAO**

The FAO Council met in New York for the first time in a special session on April 16 and 17 to consider the report of the IGC. There were some efforts on the part of one or two delegations to reopen the debate on certain substantive issues, but these were discouraged on the grounds that the report represented a carefully balanced compromise negotiated over a period of 18 months. Indeed, in their statements all delegations revealed their belief that the report represented an effective compromise and that operations could begin without further difficulties. At the conclusion of the session, the report was unanimously approved without a vote at the suggestion of the Canadian delegate, Dr. S. C. Barry, who was seconded by the delegations of Denmark and Ceylon.

The following day, April 18, the ECOSOC followed suit and after a short and businesslike debate approved the IGC report by a vote of 17 in favour, none against, and one abstention (the U.S.S.R.). Canada is not at the moment a member of ECOSOC, and it was the United States Delegation which introduced the approving resolution (No. 878 XXXIII), patterned on that passed by the FAO Council.

Next day the IGC was again called briefly into session to consider and approve the proposed appointment of Mr. A. H. Boerma of the Netherlands by the Secretary-General and the Director-General to the Office of Executive Director of the World Food Programme. Mr. Boerma had been with the FAO since 1948 and had served since 1960 as head of the Programme and Budget Service of FAO with the rank of Assistant Director-General. Since then, he has been pursuing the task of forming a nucleus of senior officials to assist him and begin the necessary preparations to enable the WFP to become fully operational as soon as possible after the pledging conference, which, at the time of writing, seems likely to be convened in the week of September 14. There have been, to date, indications of support from many other countries besides those (Canada, United States, Denmark) which announced their offers at the FAO Conference.

# NATO Ministerial Meeting — Athens

*On the invitation of the Government of Greece, the spring meeting of NATO ministers was held in Athens from May 4 to 6. Canada was represented by: the Secretary of State for External Affairs, Mr. Howard C. Green; the Minister of National Defence, Mr. Douglas S. Harkness; Canada's Permanent Representative to the North Atlantic Council, Mr. Jules Leger; the Chairman, Chiefs of Staff, Air Chief Marshal F. R. Miller; the Deputy Minister of Defence Production, Mr. D. A. Golden; Ambassador and Adviser to the Government of Canada on Disarmament, Mr. E. L. M. Burns; and officials from the Departments of External Affairs, National Defence and Defence Production.*

*The general character and scope of the discussions are reflected in the communique issued at the conclusion of the meeting, the text of which follows:*

The regular spring ministerial session of the NATO Council was held in Athens May 4 to 6, 1962. The meeting was attended by the foreign ministers of member countries as well as by the defence ministers, who had met separately on May 3.

2. In their review of the international situation, ministers discussed disarmament, and the problem of Germany and Berlin. In addition, various statements were made by ministers on matters of particular concern to their countries.

3. In reviewing developments at the Geneva Conference, the Council reaffirmed that general and complete disarmament under effective international control was the best means of ensuring lasting peace and security throughout the world. They noted with satisfaction the position taken by the Western powers in Geneva in order to achieve this goal, and emphasized the importance and urgency of reaching agreement.

4. The Council examined the Berlin question in the light of the basic commitments of NATO in this regard. They took note of the most recent developments in the situation, including the fact that exploratory talks were taking place with the Soviet Union. They took the opportunity to reaffirm their attachment to the principles set forth in their Declaration of December 16, 1958, on Berlin.

5. The Council noted the progress which had been made in the direction of closer co-operation between member countries in the development of the Alliance's defence policy. In this respect ministers welcomed the confirmation by the United States that it would continue to make available for the Alliance the nuclear weapons necessary for NATO defence, concerting with its allies on basic plans and arrangements in regard to these weapons. In addition, both the United Kingdom and the United States Governments have given firm assurances that their strategic forces will continue to provide defence against threats to the Alliance beyond the capability of NATO-committed forces to deal with.

6. So that all member states may play their full part in consultation on nuclear defence policy, it has been decided to set up special procedures which will enable all members of the Alliance to exchange information concerning the role of nuclear weapons in NATO defence.

7. The purpose of NATO is defence, and it must be clear that in case of attack it will defend its members by all necessary means. The Council has reviewed the action that would be necessary on the part of member countries, collectively and individually, in the various circumstances in which the Alliance might be compelled to have recourse to its nuclear defences.

8. The Council noted the progress made during the last 12 months in the defence effort of the Alliance and, in particular, the quantitative and qualitative improvements brought about in the NATO assigned or earmarked forces of member countries. Ministers noted with satisfaction the United States commitments of Polaris submarines to NATO.

9. The Council is convinced that, if the Alliance is to meet the full range of threats to its security, the balance between the conventional and nuclear forces must be the subject of continuous examination. The contribution of member countries towards balanced forces for NATO defence during the coming years is to be examined within the framework of the triennial review procedure which is already under way. The Council expects to consider a report on this question at its next meeting in December.

10. At their separate meeting on May 3, the defence ministers discussed and approved a report from the Armaments Committee which reviewed progress made since their meeting in April 1960 in sharing the burden of research, development and production of military equipment, and made a number of recommendations for improving this co-operation. While there had been certain initial difficulties, ministers agreed that the programme of co-operative projects launched at that time had made a successful start. Further efforts should now be made to build on this foundation. To obtain speedier results from this co-operation, ministers decided to set up a high-level group to examine the existing machinery, and to make recommendations to the ministerial meeting in December 1962 for any improvements necessary to achieve agreement on future military requirements and a better co-ordination of the resources of the Alliance. Meanwhile, special efforts would be made to take final decisions on projects ripe for joint development.

11. The Council reviewed the development of political consultation within the Alliance. It noted the steady and encouraging progress made over the past 12 months in deepening and extending the process of consultation.

12. The Council had before it a detailed analysis of the work of the Alliance in scientific and technical co-operation. They discussed the proposals for fostering international scientific co-operation put forward by a group of eminent scientists appointed by the Secretary-General. Ministers requested the Council in permanent session to consider these proposals further with a view to making recommendations to member governments.

13. Ministers noted that the Council in permanent session had discussed a report by the international staff on Communist *bloc* activities in the economic field in less-developed countries. It was clear from this report that by far the largest proportion of the aid received by these countries continued to be that contributed by the economically most advanced countries of the free world, and that the aid extended by the Communist *bloc* was not only substantially smaller than the assistance contributed by the free world, but was also closely tied to political purposes. Ministers noted with satisfaction the efforts the free world was making to help developing countries to raise their standards of living while fully respecting their national independence and freedom, and emphasized the importance of continuing and intensifying these efforts.

14. Ministers gave special attention to the economic development requirements of Greece and Turkey. Bearing in mind the contribution of Greece and Turkey to the defence of the Alliance and their continuing efforts to accelerate their economic development in order to improve the living conditions for their peoples, ministers recognized the need for external assistance to these two countries. With a view to achieving the common objectives in this matter, they agreed that member governments in a position to assist Greece and Turkey should examine urgently the manner of establishing, in an appropriate forum, possibly with other countries and appropriate international organizations, consortia to co-ordinate the mobilization of resources needed to ensure the economic development of Greece and Turkey at a satisfactory rate. The ministers also agreed to establish a study group to consider further the special defence problems of Greece.

15. The next ministerial meeting of the North Atlantic Council is scheduled to be held in Paris in December 1962.

# *The Peaceful Uses of Outer Space*

UN COMMITTEE MEETING, MARCH 1962

WHEN the United Nations Committee on the Peaceful Uses of Outer Space met in New York on March 19, 1962, it made an encouraging start on the discharge of the important responsibilities entrusted to it by the General Assembly in Resolutions 1472 and 1721 of its fourteenth and sixteenth sessions. The atmosphere of cordiality and understanding that prevailed to an unusual degree throughout the Committee's meeting was in sharp contrast to the difficulties that had prevented it, since its creation in 1959, from setting to work.

Under Resolution 1472, the General Assembly established a 24-member\* Committee whose purpose was (a) to review the area of international co-operation and to study practical means for giving effect to programmes in the peaceful uses of outer space that could appropriately be undertaken under United Nations auspices and (b) to study the nature of legal problems that might arise from the exploration of outer space. This resolution also called for the convening, under United Nations auspices, of an international scientific conference for the exchange of information on the peaceful uses of outer space. The unanimous approval of these proposals gave rise to great hopes that, with Soviet co-operation, early progress could be made in stimulating international collaboration on the exploration and use of outer space.

## **Early Problems**

These hopes were disappointed. There could be no agreement to convene the Committee in the absence of a prior understanding as to its methods of work, including the choice of its own officers, the officers of its proposed sub-committees, and those of the proposed international conference. During protracted negotiations on these questions, notably between the U.S.A. and the Soviet Union, a more serious difference arose out of the latter's insistence that all decisions of the Committee and its proposed sub-committees be reached unanimously and without resort to voting.

The long delay in the start of useful work in the Committee was deeply disturbing to Canada. Canada had been among the first to draw serious attention to the potential danger of letting the conflicts separating nations on earth extend to outer space. Accordingly, the Canadian Delegation and many others were determined to make every effort at the sixteenth session in 1961 to foster international co-operation in the peaceful uses of space. As a result, it was possible to agree on a *pro forma* meeting of the Outer Space Committee and to elect

\*Albania, Argentina, Australia, Austria, Belgium, Brazil, Britain, Bulgaria, Canada, Czechoslovakia, France, Hungary, India, Iran, Italy, Japan, Lebanon, Mexico, Poland, Roumania, Sweden, the U.S.S.R., the United Arab Republic and the United States.

Messrs Matsch of Austria, Haseganu of Roumania and Silos of Brazil as chairman, vice-chairman and rapporteur respectively. This first meeting, brief as it was, gave a new sense of purpose to the discussion of this important matter and set the stage for its fruitful consideration in the First Committee of the General Assembly.

While Soviet opposition to majority voting rule in the Committee remained unchanged, the Soviet Union indicated that it would not insist on formal recognition of its views as a prerequisite to further meetings of the Outer Space Committee. In return, it was generally agreed that the chairman should read, at the commencement of the Committee's business meetings, a statement expressing the wish that the Committee should reach its decisions unanimously and without resort to voting.

### **Resolution on Outer Space**

In the resulting improved atmosphere, it was found possible to obtain support in the General Assembly for a resolution, co-sponsored by Canada, which extended the terms of service of the Committee's original 24 members and added four new members in an effort to achieve a more widely representative membership. The four additional members are Chad, Mongolia, Morocco and Sierra Leone. The resolution, which was later unanimously adopted and numbered 1721, reaffirmed the Committee's original terms of reference as expressed in Resolution 1472 but assigned more responsibility to Specialized Agencies, such as the World Meteorological Organization (WMO) and the International Telecommunications Union (ITU), concerned with specific areas of space research and development. Moreover, Resolution 1721 enunciated two important general principles of the Law of Outer Space, namely, that international law, including the Charter of the United Nations, applied to outer space and that outer space was free for exploration and use by all states, no part of it being subject to national appropriation. The resolution also envisaged the United Nations as the focus of world interest in space and provided for the establishment, under the authority of the Secretary-General, of a registry to record data of launchings of all satellites and other objects into orbit or beyond.

The unanimous adoption of such a comprehensive resolution at the sixteenth session was particularly significant in view of the long history of difficulties that had prevented the Committee from making any progress in the previous two years. Thus the first meeting of the expanded Committee was looked forward to with some degree of optimism, since it would provide a more concrete indication as to whether international co-operation under United Nations auspices in the field of outer space held any promise of early progress.

### **Expanded Committee Begins Works**

The Committee met at United Nations headquarters in New York on March 19, 1962, for a series of meetings that concluded on March 29. The purpose of this

first session was organizational. The only item on the Committee's agenda besides the election of officers and the chairman's statement on the Committee's working procedure, previously agreed to between the United States and the Soviet Union, was entitled the "Programme and Organization of the Committee's Work". The general discussion that took place on that item proved useful as it provided all members with a more precise understanding of the Committee's role and responsibilities as generally outlined in Resolutions 1472 and 1721.

All members took part in the discussions. The Acting Secretary-General and representatives of the WMO, ITU, UNESCO and the Committee on Space Research (COSPAR) of the International Council of Scientific Union, which had been invited to attend the Committee's meetings as observers, also spoke. Thus there was a useful exchange of opinion on the functions of the Committee and of its proposed legal and technical sub-committees and on the scientific, technical, and legal problems arising from the exploration and uses of outer space that called for the Committee's more immediate attention. Most members also took the opportunity of informing the Committee of the nature of their respective outer-space research programmes.

### **Technical Sub-Committee**

It was generally recognized that the Committee, and particularly its technical sub-committee, would have no direct functional responsibility in the study of scientific and technical problems requiring international co-operation. The technical sub-committee's role was seen largely as one of co-ordination, to ensure that no gaps should develop in the pattern of international exchanges and co-operation that had already been initiated by a number of Specialized Agencies, governmental and non-governmental scientific organizations, and regional research and development associations, operating in the area of outer space. It would also have the important task of promoting the development of international exchanges and co-operation in areas of research not yet touched. Finally, it would act as a catalyst in the increasing pace and progress of international co-operation, taking care not to engage in activities that might duplicate or impede existing channels and procedures for the exchange of scientific and technical information and the development of international co-operation programmes.

---

### **Legal Sub-Committee**

On the other hand, most delegations appeared to consider that the responsibilities of the legal sub-committee would have to be of a more direct and functional character. The general view was that the legal sub-committee should directly, and with the assistance of other existing organizations, attempt to evolve legal definitions and rules that could be incorporated into international treaties and agreements for regulating the rights and responsibilities of those countries or groups of countries engaged in the exploration and peaceful uses of outer space. Several legal problems requiring more immediate attention were singled out by

various delegations. There was agreement, for instance, between the United States and the Soviet Union that priority should be given to the drafting of rules concerning accidents and distress landings in foreign territories.

Two technical and scientific international programmes were generally regarded as having a high priority in view of the concrete benefits they might soon entail for all countries. These were a weather-satellite reporting and forecasting system and a space-telecommunications system, which could be extended to provide additional facilities for intercontinental telephone and open the possibility for intercontinental television. In relation to both these space utilization programmes, many delegations recognized the important roles the WMO and ITU could play in accordance with the relevant parts (C and D) of Resolution 1721.

### **Encouraging Prospects**

The Committee's discussion of its programme of work and of those areas calling for the more immediate development of international co-operation gave rise neither to controversy nor to disagreement and were marked by an unusual degree of harmony. This was, of course, owing in no small measure to the mutual recognition of the benefits of co-operation that characterized the exchanges of correspondence between President Kennedy and Chairman Khrushchov following the successful flight of the astronaut Colonel John Glenn.

One point of difference did arise in the late stages of the session as a result of Soviet insistence that the technical and legal sub-committees meet in Geneva on May 28, instead of in New York. Following consultations among delegations, it was eventually agreed to have the sub-committees convene in Geneva on May 28, 1962, to undertake their substantive studies of the programmes of work outlined by the General Assembly in accordance with the guidance formulated by the main Outer Space Committee. The main Committee will reconvene in August to review its sub-committees' recommendations and prepare its report to the seventeenth session of the General Assembly.

In view of the particularly sterile period that had prevented progress during all of 1960 and most of 1961, the favourable atmosphere and initial forward movement on the Committee's first session is encouraging. Against a background of apparent *rapprochement* between the U.S.A. and U.S.S.R. concerning the peaceful uses of outer space, an auspicious beginning has been made in a complex and difficult field. The extent to which the Committee is successful in grappling with its grave assignments will both depend on and stimulate continuing big-power agreement to co-operate with one another and with the United Nations.

## APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. N. F. H. Berlis appointed Canadian High Commissioner in Tanganyika. Left Ottawa April 7, 1962.

Mr. N. Haffey posted from the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development, Paris, to Ottawa. Left Paris April 24, 1962.

Mr. A. D. P. Heeney, Canadian Ambassador to the United States, posted to Ottawa. Left Washington April 25, 1962.

Mr. C. S. A. Ritchie, Canadian Permanent Representative to the United Nations, New York, appointed Canadian Ambassador to the United States. Left New York April 27, 1962.

Mr. E. Reid, Canadian Ambassador to Germany, posted to Ottawa. Left Bonn April 27, 1962.

Mr. F. W. Scott appointed to the Department of External Affairs as Personnel Officer 5 effective April 30, 1962.

Mr. A. J. Hicks posted from the Canadian Consulate General, Los Angeles, to Ottawa. Left Los Angeles May 4, 1962.

Mr. A. D. Ross posted from the Canadian Embassy, Caracas, to Ottawa. Left Caracas May 7, 1962.

Mr. E. W. T. Gill appointed Canadian High Commissioner in Australia. Left Ottawa May 9, 1962.

Mr. F. Charpentier appointed Canadian Ambassador to the Republic of Cameroun. Left Ottawa May 9, 1962.

Mr. J. S. MacDonald retired from the Public Service effective May 10, 1962.

Mr. P. A. R. MacMillan posted from Ottawa to the Canadian Embassy, Bonn. Left Ottawa May 10, 1962.

Miss J. Matthews appointed to the Department of External Affairs as Foreign Service Officer 1 effective May 14, 1962.

Mr. J. R. Roy posted from Ottawa to the Canadian Embassy, Caracas. Left Ottawa May 18, 1962.

Mr. A. B. Roger posted from Ottawa to the Canadian Embassy, Copenhagen. Left Ottawa May 26, 1962.

Mr. R. M. Middleton posted from Ottawa to the Canadian Embassy, Rio de Janeiro. Left Ottawa May 27, 1962.

Miss E. L. Jarvis posted from the Canadian Embassy, Rangoon, to Ottawa. Left Rangoon May 28, 1962.

Mr. A. D. Rowe appointed to the Department of External Affairs as Foreign Service Officer 1 effective May 28, 1962.

Mr. J. R. McKinney posted from the Canadian Embassy, Copenhagen, to Ottawa. Left Copenhagen May 29, 1962.

# EXTERNAL AFFAIRS

*External Affairs is issued monthly in English and French by the  
Department of External Affairs, Ottawa.*

*It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced.*

*Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year*

*(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.*

*Authorized as Second Class Mail, Post Office Department,  
Ottawa*

Vol. XIV No. 7

## Contents

July 1962

In the Cause of Peace .....	198
UN Regional Economic Commissions .....	205
African Groupings and African Unity .....	210
Canada and the Netherlands .....	216
Appointments and Transfers in the Canadian Diplomatic Service .....	217
Treaty Information .....	218

# *In the Cause of Peace*

## THE CANADIAN ARMY ABROAD

UNDER the auspices of the United Nations and under other international arrangements, Canadian service personnel have gone abroad to assist in keeping the peace and supervising trouble spots in widely scattered areas. This article describes briefly the nature and extent of participation by the Canadian armed services in various kinds of operations.

### **UN Peacekeeping Activities**

The United Nations Charter gives primary responsibility for the maintenance of peace and security to the Security Council. In response to practical needs, the United Nations has adopted a pragmatic approach to situations involving peace and security, and, consequently, the pattern of the United Nations activities in troubled areas has been varied. The Security Council has acted in some cases; in others, the General Assembly has taken the initiative. Where a military presence has been required for supervision, observation, or other police duties, supervisory bodies or observer groups have been established to investigate and report on incidents of a military character.

### **Observer Groups**

Canada has been in the forefront of those nations that have actively assisted the United Nations in carrying out these operations. In 1948, for example, the Security Council established a United Nations Truce Commission for Palestine, which has since evolved into the United Nations Truce Supervision Organization in Palestine (UNTSO)\*, to help keep the peace the United Nations had been instrumental in achieving in the troubled area of Palestine. Canada has contributed military personnel (all army officers) to UNTSO since 1953 and there are at present 18 Canadians serving with the Organization. These officers operate from a headquarters in Jerusalem, taking tours of duty in observation posts scattered along the armistice demarcation lines between Israel and its neighbours Syria, Lebanon, and Jordan. Their duty is to observe and investigate incidents in the border areas. The total strength of UNTSO is approximately 100. From 1954 to 1956, Major-General (now Lieutenant-General) E. L. M. Burns served as Chief of Staff of UNTSO, a post he relinquished when the United Nations called on him to become the Commander of UNEF.

Canada has also, since 1949, provided military personnel to the United Nations Military Observer Group for India and Pakistan (UNMOGIP). A

\*See *External Affairs* Volume XI, No. 6, June 1959, Page 131.

present there are eight officers who rotate every six months between Rawalpindi, Pakistan, and Srinagar, Kashmir. Their duty is to help maintain surveillance of military activities along the cease-fire lines in Kashmir.

A third instance of the United Nations' creating a military group for observation purposes was the United Nations Observation Group in Lebanon (UNOGIL) in the late summer of 1958. This group was given the task of observing the frontier between Lebanon and Syria to ensure there was no illegal infiltration of personnel or arms into Lebanon during a time of serious disturbance in that country. Including 77 Canadian officers, 591 military personnel from 19 countries served with UNOGIL during its life of approximately three months. UNOGIL was disbanded when stability was restored in the country.

### **Korea**

The Korean crisis of 1950 raised issues that led to consideration of a new role for the General Assembly. The Security Council was able to take effective action in setting up a Unified Command to give direction to a composite force the components of which were supplied by United Nations members. Because the Soviet Union was boycotting the Council, it could not exercise its veto powers. Canada contributed personnel from all the three armed services, and was one of 16 nations contributing military forces to the United Nations Unified Command in Korea. The Canadian contingent was the third largest and included a specially-recruited army brigade group, naval destroyers, and air transport. At present, the Army contributes one major and a sergeant to the United Nations Command Military Armistice Commission.

### **Uniting for Peace**

In November 1950 the General Assembly adopted the "Uniting for Peace" resolution, which Canada co-sponsored. The resolution provided for the calling of an emergency session of the Assembly on 24 hours notice, established a Peace Observation Commission (a peacekeeping organization), requested member states to maintain elements within their armed forces for prompt use as United Nations units, and set up a Collective Measures Committee. The purpose of the "Uniting for Peace" resolution was not to relieve the Security Council of its primary responsibility for maintaining peace and security under the Charter but to provide alternative means whereby the General Assembly could take action if the Council should, because the veto had been exercised, find itself powerless to act.

### **UNEF**

The Assembly's action in the Suez crisis had important consequences for the development of the United Nations peacekeeping machinery. The Emergency Force (UNEF) that the Assembly established on the initiative of Canada to separate the opposing forces and to supervise the cease-fire was a new type of

United Nations military presence and provided the experience on which future peacekeeping operations could be based. Although the presence was military in form, it was not intended to do any fighting except in self-defence. Canada, as the initiator of the idea of UNEF, took a leading role in providing troops for the operation. Today about 1,000 officers and men are standing guard with Brazilian, Danish, Norwegian, Indian, Swedish and Yugoslav soldiers along the Egyptian side of the armistice demarcation line in the Gaza area.

The Force was originally responsible for securing and supervising the cease-fire and the withdrawal of foreign forces from Egyptian territory; today it assists in maintaining peaceful conditions by means of its patrols along the frontier and demarcation line. The Canadian contribution to the force, the second largest (surpassed only by the Indian contingent), consists of army and air units. The two operational units are the Reconnaissance Squadron of the Royal Canadian Armoured Corps, which patrols the northern sector of the international frontier, and the 115 Air Transport Unit of the Royal Canadian Air Force, which makes reconnaissance flights along the eastern boundaries of the Sinai peninsula and operates UNEF's mail, supply and transport flights. The Reconnaissance Squadron, 110 officers and men of the Royal Canadian Dragoons, has two squads continuously on duty along 24.5 miles of the international frontier from the southwest corner of the Gaza Strip to the road from El Arish to El Auja, while two others are resting or employed in refitting and performing routine camp work at Rafah. Vehicles employed by the RCD are "Ferret" scout cars, jeeps, and a large number of trucks of varying sizes.

### **Canadian Supporting Units**

The UNEF Maintenance Area is 260 acres of flat, sandy terrain near the town of Rafah in the Sinai desert. There are 120 tents and white concrete buildings surrounded by three and a half miles of barbed wire. All servicing and supporting units of the Force are quartered in this area. About 80 officers and men of the Royal Canadian Ordnance Corps are responsible for supplying the forces with ammunition, tents, tools and machinery, vehicles, clothes, and, in fact, practically everything except food, medical and dental supplies, construction materials, and oil and gasoline. Supplying spare parts for UNEF vehicles and machinery is one of the Ordnance Company's biggest jobs. UNEF uses about 950 vehicles of various makes and models and the Ordnance Company is kept busy filling requests for hundreds of different parts to replace those that inevitably wear out. Serving the needs of an international force radically increases the stock lists; the depot, manned by Canadians, has about 30,000 line items on hand, instead of the 2,000 or 3,000 usual in a depot in Canada.

Drivers, administrative clerks and cooks are supplied by the Royal Canadian Army Service Corps. All transportation within UNEF is done by Canadians and Indians operating more than 100 vehicles of 15 different types, ranging in size from jeeps to semi-trailer refrigerator trucks. About 140 officers and men make

up the 56th Canadian Infantry Workshop, Royal Canadian Electrical and Mechanical Engineers, in the UNEF Maintenance Area. These craftsmen are responsible for the overhaul and repair of all UNEF vehicles that battalions and units cannot handle. In addition, RCEME looks after generators, radios and small arms.

Heavy engineering work and water supply are the responsibilities of the 80 officers and men of the Middle East detachment of the Royal Canadian Engineers. They are also responsible for mine-clearing and road-building along the



*Two members of Canada's No. 56 Signal Squadron chat with an Indonesian sentry at the last outpost between the Egyptian and Israeli lines in the eastern Sinai Desert.*

frontier and demarcation line. The production of fresh water from salt water is one of the accomplishments of the engineers in Egypt and their product is reputed to be the best water in Egypt — so pure that it needs no chemicals.

Food supply is another Canadian function. Most food is brought in refrigerated trucks from the docks of Port Said, across the Suez Canal and the Sinai desert, to Camp Rafah. From Rafah it is distributed to outposts along the frontier by units from all countries in the Force. The UNEF catering officer is a Canadian.

The internal communications system of UNEF was largely set up, and continues to be operated, by the 56th Canadian Signals Squadron, Royal Canadian Signals, consisting of some 115 officers and men with headquarters in Gaza. The Signals Squadron maintains telephone contact between UNEF headquarters and the UNEF Maintenance Area, operating two central switchboards, each of which connects with more than 105 receivers. The Squadron also maintains communications with UNEF planes and provides radio beacons for aircraft using the El Arish airfield. In a separate but distantly related field, the Royal Canadian Postal Corps supplies postal facilities for the Force.

The Provost detachment is the most integrated unit in the UNEF and operates, like the United Nations, with representatives from all participating countries. About 13 military policemen of the Canadian Provost Corps serve with this 55-man unit, which is concerned principally with petty crime.

### **UN Congo Operation**

In responding to the crisis that developed in the Congo in July 1960, the United Nations brought to bear its accumulated experience not only in the various methods of keeping peace but also in almost every other area of UN activity and that of the Specialized Agencies. The result was a peacekeeping operation of unprecedented magnitude and complexity originally involving an international military force of 19,000, all ranks, to help maintain law and order, a United Nations political presence in the form of the Secretary-General's special representative and his staff, and an extensive civilian operation including medical teams, famine-relief teams, and other teams of experts to maintain essential services.

On the military side, there are now approximately 15,300 troops from 17 nations engaged in peacekeeping operations in the Congo. Most contingents are made up of combat troops, but the principal role of the Canadians is to supply and man signal communications. There are 302 Canadian troops of all ranks in the Congo, consisting of clerks, drivers, military policemen and signalmen. The signal detachments, which arrived July 15, 1960, are located in Elizabethville, Luluabourg, Kindu, Albertville, Bukavu, Kamina, and Stanleyville. In each of these places there are an officer and a number of signalers. The headquarters is in Léopoldville, where there are 33 officers and 194 other ranks.

Canada's position as a leading middle power, its growing experience in peacekeeping methods, and its ability to provide quickly the personnel and



Visiting a Congolese children's hospital in Luluabourg, Corporal Ronald Lefebvre of Alexander, Ontario, stops to chat with some youngsters who are receiving cups of milk from a Congolese nurse.

material required for the type of peacekeeping operation carried out by the United Nations have made it possible for it to make important contributions to these operations. Through its support of various United Nations peacekeeping efforts, Canada has sought to contribute to security in troubled areas and thereby to the possibility of achieving lasting solutions to fundamental conflicts. As another measure of Canada's continuing practical support, one battalion of infantry is kept in a constant state of preparedness in Canada and can be despatched on short notice to peacekeeping operations anywhere in the world.

### Non-UN Peacekeeping Operations

Since 1954, members of Canada's armed forces have also served with the International Commissions set up by the Geneva Conference powers to supervise the carrying out of the cease-fire agreements in the Southeast Asian states of Vietnam, Laos and Cambodia. The Commissions comprise the representatives, civilian and military, of three nations — India (which provides the chairman for each of the three commissions), Poland and Canada.

Unlike some of the peacekeeping operations under United Nations auspices, in which military forces have been employed to enforce a cease-fire, the role of

the Indochina Commissions has been primarily supervisory and mediatory in character. Their functions have included overseeing the regroupment of armed forces and the free movement of refugees in the initial phases of the armistice, investigating complaints concerning the treatment of individuals formerly engaged in the Indochina war, and controlling the import of arms and military personnel in accordance with the terms of the Geneva agreements.

The history of the three Commissions has differed greatly. In Cambodia, where political stability was achieved quickly after the cessation of hostilities in 1954, the Commission continues to function, but on a much reduced scale. In Laos, a political settlement appeared to have been achieved by 1957, and the Commission adjourned indefinitely in August 1958 following a request by the Laotian Government for its withdrawal. The settlement broke down, however, and the Commission was reconvened at the request of the Geneva Co-Chairmen, Britain and the Soviet Union. With the formation of a coalition government in June 1962, and the expected coming into force of a new agreement on Laos negotiated at Geneva in 1961, the Commission is likely to be called on to play a much more active role than has hitherto been possible in supervising the implementation of the settlement agreed on and so helping to ensure the neutrality and stability of Laos.

The division of Vietnam into two zones, intended by the Geneva powers to be a transitional arrangement, has in fact solidified into an entrenched political structure, with the result that the Commission has continued to function long after its original purposes were supposed to have been accomplished. Its supervisory tasks have been hampered by the growing tension between the two parties, which in 1960 and 1961 amounted to a veritable campaign of guerrilla warfare and subversion in South Vietnam. Despite the difficulties faced by the Commission, however, there can be little doubt that its presence in Vietnam has helped to maintain some measure of stability and to lessen the danger of warfare on an even wider scale.

The number of Canadians serving with the Indochina Commissions, which once reached a peak of nearly 200, is now about half that number. The military component of the Canadian delegations now numbers 58 in Vietnam and 22 in Laos.

When Lieutenant-General Burns (now the Canadian Government's Disarmament Adviser) was the Commander of the United Nations Emergency Force in the Middle East, he remarked to a group of Canadians preparing to return home after a tour of military duty that Canadian troops were soldiers not only of Canada but of the world. The information in this article gives meaning to that statement, which was a worthy tribute to the Canadian military personnel who have so well served the cause of peace in so many areas of difficulty and disturbance throughout the world in recent years.

# *UN Regional Economic Commissions*

THERE are four United Nations Economic Commissions, each dealing with a separate geographic area. This article deals with three of them — the Economic Commissions for Latin America (ECLA), for Asia and the Far East (ECAFE), and for Africa (ECA). The three principally represent developing countries dependent on the export of a few primary products. As a result, they share common economic problems and have developed somewhat similar methods of dealing with them, as illustrated by the resolutions all three adopted at their separate regional conferences in February and March of this year. Canadian representatives participated in all these conferences — in ECLA as full members and in ECAFE and ECA as observers.

## **Economic Commission for Latin America**

The Economic Commission for Latin America sits every two years in plenary session and in the intervening year meets in the Committee of the Whole. This year the Committee of the Whole met in Santiago, Chile, from February 14 to 16. These meetings usually review the progress of the Commission's work between sessions, where major policy decisions are taken. At this eighth meeting of the Committee of the Whole, however, the establishment of the Latin American Institute for Economic and Social Planning was an important item on the agenda.

The Institute, when established, will have its headquarters in Santiago. It will be financed through contributions from the United Nations Special Fund and the Inter-American Development Bank. Its purpose will be to advise and assist governments in development planning. It will train government officials to formulate and execute national plans. These tasks are of major importance, since national development plans are the basis on which public funds from the United States Alliance for Progress Programme will be allocated.

The main debate centred on whether eight of the 11 members of the Institute's Governing Council should be elected directly by ECLA or designated separately by certain Latin American countries (the other three members will represent the Inter-American Development Bank and other international organizations working in the field of economic and social development in Latin America.) It was finally agreed that the eight should be elected directly. ECLA subsequently elected them on March 21. They will remain in office until the Commission's next plenary session in 1963.

With the establishment of the Institute, ECLA will concentrate on basic research. It will study the establishment of a Latin American common market, explore the basic problems of economic development and study such problems as fiscal reform, income redistribution and improvement of transportation. ECLA

will also have increased responsibility in the field of technical assistance, now that the United Nations has decentralized certain technical assistance activities.

### Economic Commission for Asia and the Far East

The Economic Commission for Asia and the Far East held its eighteenth session in Tokyo from March 9 to 19 of this year. Several items of importance were on the agenda.

At this meeting delegates stressed the need for sound national economic planning. The session then adopted a resolution to establish an Institute for Economic Development for Asia. The Institute, which will probably be located in Bangkok, will train Asian personnel in the formulation and execution of national development plans. It is to be financed through contributions from ECAFE members and from the United Nations Special Fund.

The session considered a proposal to establish an Organization for Asian Economic Co-operation (OAEC), the purpose of which would be to promote production and trade in the Asian area. ECAFE's Executive Secretary, U Nyun, suggested that an Asian ministerial meeting discuss the matter. While most delegates agreed that regional co-operation was desirable, they felt that an Organization for Asian Economic Co-operation could do little to solve their trade problems. In particular, it could not solve the problem of fluctuations in the demand and prices of primary products. They did not, therefore, support the Executive Secretary's proposal.

The delegates believed, on the other hand, that there was scope for regional co-operation in such joint efforts as the Mekong River Project and the Asian Highway network. They adopted a resolution inviting member governments to co-operate in the planning of this road, and requested financial assistance from the appropriate United Nations agencies and from aid-giving countries to complete the highway. Additional contributions from several countries for the Mekong River Project were announced. Resources for the project now total \$21 million. Canada is participating in this project and has contributed \$1.3 million in Colombo Plan funds for an aerial survey of the Lower Mekong River and some of its tributaries. The Committee for the Co-ordination of Investigations of the Lower Mekong Basin, meeting in Tokyo at the same time as the ECAFE, pointed out that the construction phase on the Mekong Project was approaching.

Much discussion centred on the European Common Market. Most delegates expressed concern about its possible effect on Asian trade and the implications of Britain's application to join it. Some delegates feared that Europe might erect barriers that would restrict access for their agricultural and other primary products. The maintenance of export earnings, the ECAFE secretariat report stressed, was more important to the region than foreign aid — although the value of foreign aid could not be minimized. Increased earnings from exports could only be achieved, however, if the developed countries generally agreed to co-operate with the less-developed in trade, in the same spirit in which they had co-operated with them in providing aid.

The secretariat's report also showed that economic progress in Asia during the previous ten years had been uneven and limited. On the whole, it had not kept pace with the population expansion. Agricultural production, in particular, had progressed slowly, increasing only 2.5 per cent in the ten-year period. Too much emphasis had been placed on industrial development at the expense of agriculture. The report also stressed that insufficient attention had been given in most countries to the role of domestic savings in development and to the promotion of sound educational and social structures.

### **Economic Commission for Africa**

The Economic Commission for Africa, which meets in plenary session every year, held its fourth session in Addis Ababa from February 10 to March 7, 1962. Several items of importance were on the agenda.

The session considered plans to establish an Institute for Economic and Social Development for Africa and discussed the location of its headquarters. In the resolution adopted, Dakar was chosen; Cairo was indicated as a suitable site for a sub-regional headquarters.

The session considered whether an African Development Bank should be established. Most delegates felt that such an institution, adapted to African needs, was required to supplement existing institutions such as the International Bank. Some delegates, however, favoured one African Development Bank for the whole continent; others favoured several development banks for the various regions of Africa. In the resolution adopted, "the principle of the establishment of an African Development Bank subject to further investigation" was accepted. A committee of experts was set up to report to a conference of finance ministers.

A major issue at the session was the relation of the new African states to the European Common Market. After considerable debate, a resolution was adopted that noted the results that regional organizations had obtained in guaranteeing for the African countries' principal commodities an outlet at sufficiently stable and remunerative prices. It then requested the Executive Secretary to undertake a study to define "the conditions under which all the exporting and importing countries concerned could organize by international action markets for the principal commodities of interest to Africa, so as to improve the results already obtained regionally and to extend them to all the African countries concerned".

The status of the European members of the Commission also came up for discussion. The session adopted a resolution recommending that Britain, Belgium and France be made associate members (instead of members) and that Portugal and Spain no longer be associated with the Commission. Britain and France reserved their positions on this resolution for the next meeting of ECOSOC. The session suspended South Africa's membership when the resolution on the Economic and Social Consequences of Racial Discriminatory Practices was under consideration.

# *Canadian Art Abroad*

## THE BORDEAUX FESTIVAL OF THE ARTS

THE prestige of Canadian artists and collectors has been substantially enhanced by the successful exhibit entitled "L'art au Canada" at Bordeaux, France. The showing, which opened on May 11 and runs until July 31, has received very favourable comment as a part of the Bordeaux Festival of the Arts, an annual event each year incorporating, as a major feature, the art of a single country, artist or century.

This year's display features Canadian historical and contemporary paintings dating from the seventeenth century, as well as European masterpieces from Canadian collections. Canadian sculpture represented includes Eskimo and Indian items, notably stone carvings, totem poles, weaving and pictographs. The National Museum, the National Gallery and other important museums and galleries contributed to the Canadian exhibit and a large number of items were lent by private collectors.

The opening was attended by a large delegation of French officials and a crowd of 3,000 spectators. Canada was represented by the Ambassador to France, Mr. Pierre Dupuy, and officials of the Department of External Affairs. The Province of Quebec, which contributed substantially to the Exhibition, was represented at the opening ceremonies by Mr. Georges Emile Lapalme, Quebec Minister of Cultural Affairs, and other officials from the Quebec delegation in Paris.

The display fills the entire space available in the elegant Festival building specially erected for the annual Exhibition. Outside the building, ten large Canadian flags are flown round one of the two totem poles on exhibit, which is a great attraction and draws many people to the outside display regardless of their interest in the exhibit inside. To the right of the entrance hall are displayed oriental and ancient works, most of which were lent by the Royal Ontario Museum. Sculpture and silverware items from the Museum of the Province of Quebec are displayed opposite. Along the staircase that leads to the first floor, Indian masks are grouped round the second totem pole.

The first floor is entirely reserved for Canadian paintings and sculptures from early days, while the masterpieces of European art lent by Canadian private and public collections are on display in the basement.

The 200-page catalogue is considered to be one of the finest expositions of Canadian art. It contains 75 reproductions in black and white. The Coat-of-Arms of Canada is reproduced on the cover page and those of the ten provinces on the back page. Following the photo copies of the letters to the Mayor of Bordeaux from the Prime Minister of Canada and the Quebec Minister of Cultural Affairs,

the catalogue offers three essays on Canadian art and detailed descriptions of all the works on display.

The comments of French critics during the first week of the Bordeaux Exhibition were indicative of the attitude towards the Canadian Exhibition. *Le Figaro*, under the signature of Raymond Cogniat, expressed reservations concerning the value of some of the European works shown, but emphasized the original character of the Canadian master works and their significance in the general context of modern art. In an elaborate article, the art critic of *Le Monde*, P. M. Grand, made a detailed appraisal of the Canadian and European aspects of the exhibition, while Georges Charensol, one of Europe's outstanding art critics, in an important article published by *Les Nouvelles Litteraires*, expressed his admiration for the European works displayed by Canada. Charensol's article was illustrated with five reproductions in black and white. The article in *Le Figaro* was accompanied by a reproduction of an early Canadian painting. The Paris daily *Le Combat* is devoting a full page to the Bordeaux Exhibition, and the weekly *Arts* is committed to devoting an article to the same subject in the near future.

The invitation to participate at Bordeaux was a signal honour for Canada and Canadian art. French critical acclaim and public response have demonstrated the value of such cultural events and provided Canadian museums, artists, and collectors with a notable triumph.



*At the opening of "L'Art au Canada" display, Bordeaux Festival of the Arts: Foreground (left to right) Director-General of French Museums; Miss Martin-Méry, Curator of Bordeaux Museums; Mr. P. Dupuy, Ambassador of Canada in France, representing Canadian Government; Mr. Chaban-Delmas, Mayor of Bordeaux and President of French National Assembly; Mr. G.-E. Lapalme, Attorney-General and Minister of Cultural Affairs for Province of Quebec; Mr. G. Delaunay, Prefect of Bordeaux.*

# *African Groupings and African Unity*

THE prevailing winds of political change in Africa consist of two main forces — “African nationalism” and “pan-Africanism”. The first of these has had effects that are immediately apparent: the number of independent African states increased from four to 29 between 1955 and mid-1962, and will increase again in the months ahead. The second exists in various forms. During the past four years, there has been a series of conferences intended to bring about inter-state co-operation. While the consequent co-ordination of national foreign policies has been partially successful, it falls short of the comprehensive continental co-operation all African political leaders describe as their goal.

In fact, as a result of these conferences, there has been some clarification of earlier schemes for closer African association.\* However, the eventual objective of African leaders remains unchanged; if anything, they are now even more attached to the idea of achieving political harmony and extensive co-operation among all the independent states of Africa (which, for the purposes of this article, means the 28 independent states to the north of the Republic of South Africa). It is not impossible, therefore, that the transition can soon be made from the current stage, in which the problems of African unity are being defined, to a more active one in which successful efforts will be made to resolve these problems. Nevertheless, and whatever the future may hold in this respect, the significance for African unity of the numerous inter-state conferences with which this article is concerned is their demonstration rather than their reconciliation of the differences that separate the supporters of rapid political unity in Africa from those who favour a more limited, empirical approach.

## **Events Since 1958**

The chronology on Page 214 lists the most important conferences that have marked the various moves towards African unity since 1958.

The first intergovernmental conference of independent African states was held in Accra in May 1958. Its principal achievement was the agreement reached among participants on the desirability of promoting a separate African identity or personality in international affairs. Ways and means for bringing about closer co-operation among the independent states were also discussed; but, while it was agreed to establish the intergovernmental conference on a biennial basis, apart from such *ad hoc* arrangements as the initiation of frequent exchanges of views among United Nations' delegations within a new group to be distinct from the earlier Afro-Asian group the participating states did not develop formal or organized procedures for closer co-operation or co-ordination on African affairs. Perhaps partly because they failed to do so, Ghana and Guinea decided later that

\*See “External Affairs”, August 1959, Page 239.

year to form a "Union", which they hoped would become the nucleus of a future United States of Africa. To the degree to which this has been implemented, it can be regarded as the first practical step towards African unity.

Meanwhile, smaller regional organizations were established in French-speaking Africa as the autonomous states moved towards full independence. The arrangements in West Africa (the Mali Federation, later dissolved, and the Entente, a loose non-federal grouping) and in Equatorial Africa (the Conference of Prime Ministers, a loose co-operative grouping) provided counterparts to those established by the Ghana-Guinea Union.

In mid-1959, a meeting of the Presidents of Guinea, Ghana and Liberia produced a declaration of principles concerning co-operation among African states, but this was more of a guide to good relations among sovereign states than a charter for united action. It was proposed that a special conference of African states be held in 1960 to work out a charter for a "Community of Independent States", in which each state would retain its identity. A few months later, a special "Conference of Independent African States" was held to discuss Algeria (the regular conference was not scheduled to be held until 1960). While the degree of moral support given to the "Algerian Provisional Government" was evidence of new solidarity among the independent states, the conference was devoted almost entirely to international political questions and did not lead to any new initiatives in the field of African unity.

In 1960, the second regular "Conference of Independent African States" was held in Addis Ababa. Much of the conference was spent considering African political problems such as Algeria, South West Africa, and colonialism generally. Once again, however, co-operative arrangements were suggested, such as an African Development Bank, a council for economic co-operation, harmonization of transport and communications, etc., but no specific action was proposed for the implementation of these measures. Instead, it was agreed simply that consultation through diplomatic channels should be initiated to develop greater African unity, and that the consultative procedures among African delegations to the United Nations should be continued pending the establishment of a permanent organization in Africa.

### **Casablanca and Monrovia Groups**

The developing crisis in the Congo during the second half of 1960 accelerated the movement towards African unity. A special conference to discuss the Congo, held in Léopoldville in August, was attended by representatives of most independent African states. In general terms, the conference supported the Central Government against the provincial secessionists and also commended the role of the United Nations. A suggestion that there might be a conference of African heads of state to discuss the Congo was agreed to in principle, but the implementation of this resolution was left to subsequent diplomatic consultation.

However, a growing divergence of views on the Congo soon became apparent.

Twelve newly-independent French-speaking states, which were in the process of establishing their own organization for co-operation in a variety of fields, met with Congolese leaders at Brazzaville in December. The participants congratulated the UN for its success in preventing the expansion of the cold war to the Congo. Yet, a week later, a communiqué issued by the Ghana-Guinea-Mali Union (the third-named had just joined) regretted that the United Nations had been unable to restore normal conditions in the Congo and had failed to re-establish its territorial integrity.

In view of what was feared might be a rapidly deteriorating situation in the Congo with which the United Nations would be unable to cope, Morocco convened a conference in January 1961 in Casablanca for the purpose of developing among like-minded states a programme for joint action. As it turned out, considerably more was accomplished. After deciding to withdraw their troops from the United Nations forces in the Congo and to take any action deemed appropriate should the United Nations not be more effective in restoring peace, the five major participants — Morocco, the United Arab Republic, Ghana, Guinea, and Mali — agreed to an "African Charter" (the "Algerian Provisional Government" attended the conference and adhered to the Charter; several other countries, including Libya, sent observers). Economic, cultural and political committees were established and an African High Command was decided upon. A consultative assembly is eventually to be created. The first formal organization for widespread inter-state co-operation in a variety of fields was initiated. The Group's views on foreign policy were indicated by resolutions attacking France for having created a Mauritanian State, supporting increased aid to Algerian nationalists, denouncing Israeli support of "imperialism", and demanding sanctions against South Africa.

Within a few months another conference was held, in Monrovia, to discuss the Congo and African co-operation in general. Invitations had been sent to all independent states, but the Casablanca Group declined to attend. The 20 participating countries (i.e. all the remaining independent states at the time except Sudan) reaffirmed their faith in United Nations action in the Congo and expressed their belief that only through its efforts could a real solution be found to the problems of the Congo. The participants also adopted a set of principles to govern relations among African states, based upon their equality regardless of size, population and wealth, and upon respect for their sovereignty. They agreed in principle to the establishment of an inter-African organization for economic, educational, cultural and scientific co-operation. Thus the foundation for a second continent-wide organization was laid, devoted to the idea of co-operation among equal states rather than to the idea of co-ordination of governmental activities leading eventually to political integration.

### The Present Situation

Since their establishment early in 1961, the Casablanca and Monrovia Groups,

as they have come to be called, have proceeded to develop separate but often parallel organizations. The Casablanca Group has its ministerial committees to foster co-operation in various fields, and the Group now intends to establish a common market. The Monrovia Group works through ministerial conferences. At its last heads-of-state meeting in January 1962, to which the Casablanca Group was again invited without success, the Monrovia Group accepted for study a constitution for an Organization of African States.

In theory, both Groups remain open to new participants. In practice, the alignment of states between the two has not altered substantially and both continue along their separate paths. However, there have been repeated suggestions from numerous quarters that a high-level meeting of African states should be held to work out their differences. In fact, such a conference was to have been held earlier this year. The third "Conference of Independent African States" was scheduled for Tunis last April but was postponed until autumn. In the meantime, efforts are being made to see if this meeting can bring together all the independent countries of the continent.

In the meantime, too, most of the smaller groupings continue to flourish. The largest and most important of these is the Brazzaville Group, formally known as the African and Malagasy Union. It meets semi-annually at the heads-of-state level and has a separate economic organization and other specialized agencies. The 12 members consider that their organization is not inconsistent with the establishment of the larger Organization of African States planned by the Monrovia Group, in which all would participate. Likewise, the Entente and the states of Equatorial Africa continue their arrangements for co-operation. The Union of African States (Ghana-Guinea-Mali Union) has its technical committees for political, economic and cultural co-operation. There have been initiatives towards closer co-operation among such neighbouring states as Ghana and Upper Volta, which have formed a customs union, and a proposed economic union among Dahomey, Togo and Nigeria.

In the eastern part of the continent there is also increased interest in inter-state arrangements. The Pan-African Freedom Movement in East and Central Africa recently decided to transform itself from a grouping of parties into an organization of independent states and it has been suggested that Ethiopia and Somalia might arrange to participate in some of the activities of the Common Services Organization to which Tanganyika, Uganda and Kenya belong.

### **The Future**

It is apparent that there has not yet been much progress toward African unity. Neither the Casablanca Conference Group nor the Monrovia Conference Group has taken decisive action to implement the form of co-operation it supports. For that matter, it is clear that the classification into two major conference groupings of all the independent African states (except, as previously noted, the Republic of South Africa) is merely a convenient oversimplification of the pattern of

inter-state relations in Africa over the past few years. The continued operation of sub-groups, the lack of cohesion within the two principal groups, and the abstention from the latter of several states, show that little progress towards formal unity has been achieved. However, the objective of continental co-operation of all African leaders remains unchanged, and the Conference of Independent African States in Tunis, whenever it finally takes place, might yet prove to be the occasion for some positive steps towards this common objective.

## CHRONOLOGY OF AFRICAN INTER-GOVERNMENTAL CONFERENCES

(Showing dates of major meetings of principal groups and dates of founding conferences of minor groups.)

### 1958

April 15-22: Accra, Ghana — Founding *Conference of Independent African States*.  
November 23: Accra, Ghana — Founding of *Ghana-Guinea Union*.

### 1959

January 17: Dakar, Senegal — Founding of *Mali Federation*.  
January 17: Paris — Founding of *Prime Ministers' Conference of Equatorial States*.  
May 1: Conakry, Guinea — Ghana-Guinea declaration concerning a *Union of African States*.  
May 29: Abidjan, Ivory Coast — Formation of the *Council of the Entente*.  
June 9: Paris — Founding of *West African Customs Union*.  
July 16-19: Sanniquellie, Liberia — Ghana-Guinea-Liberia proposal concerning a *Community of Independent African States*.  
August 4-8: Monrovia, Liberia — Special *Conference of Independent African States* to consider Algerian situation.

### 1960

June 14-25: Addis Ababa, Ethiopia — Second *Conference of Independent African States*.  
August 25-30: Léopoldville, Congo — Special *Conference of Independent African States* to consider Congo situation.  
December 15-19: Brazzaville, Congo — Founding of *Brazzaville Group*.  
December 23-24: Conakry, Guinea — Founding of *Union of African States* (Ghana-Guinea-Mali Union).

### 1961

January 3-7: Casablanca, Morocco — Founding of *Casablanca Group*.  
March 15-20: Yaoundé, Cameroun — Founding of *Union of African States and Malagasy (Brazzaville Group)*.  
May 8-12: Monrovia, Liberia — Founding of *Monrovia Group*.  
August 27-28: Cairo, U.A.R. — Second heads-of-state meeting of *Casablanca Group*.

## 1962

January 25-30: Lagos, Nigeria — Second heads-of-state meeting of *Monrovia Group*.  
February 2-9: Addis Ababa, Ethiopia — *Pan-African Freedom Movement*.  
June 15: Cairo, U.A.R. — Third heads-of-state meeting of *Casablanca Group*.

## NOTES

### *Conference of Independent African States* —

The conference is held biennially at the foreign-minister level; all independent African states except South Africa participate.

### *Casablanca Group* —

Under the Casablanca Charter, political, economic, cultural and military committees meet semi-annually; the political committee sometimes meets at head-of-state level; members are the U.A.R., Morocco, Ghana, Guinea and Mali; the "Algerian Provisional Government" is also a charter member.

### *Monrovia Group* —

This Group is now considering a draft constitution for an Organization of African States; the Monrovia Conference was attended by Cameroun, Central African Republic, Chad, Congo (Brazzaville), Dahomey, Ethiopia, Gabon, Ivory Coast, Liberia, Malagasy, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Somalia, Togo, Upper Volta, Libya and Tunisia; at Lagos, all except Libya and Tunisia were represented and, in addition, Tanganyika and Congo (Léopoldville) participated.

### *Brazzaville Group* —

African and Malagasy Union meets semi-annually at head-of-state level; economic development organization, defence and other specialized agencies meet periodically; members are Cameroun, Central African Republic, Chad, Congo (Brazzaville), Dahomey, Gabon, Ivory Coast, Malagasy, Mauritania, Niger, Senegal and Upper Volta.

### *Ghana-Guinea-Mali Union* —

Union of African States provides for quarterly heads-of-state meetings and regular meetings of political and economic committees; members are the three states mentioned; and the Union supersedes the earlier Ghana-Guinea Union.

### *West African Customs Union* —

Members are Ivory Coast, Dahomey, Upper Volta, Mali, Senegal, Mauritania, Niger and Togo.

### *Council of the Entente* —

The Council meets semi-annually at head-of-state level; members are Dahomey, Ivory Coast, Niger and Upper Volta.

### *Equatorial Heads of State Conference* —

Periodic conferences are held at head-of-state level among Chad, Gabon, Congo (Brazzaville) and Central African Republic; Equatorial Customs Union, in which these states participate, also includes Cameroun.

# *Canada and the Netherlands*

## A MEMORIAL TO WARTIME PARTNERSHIP



*General H. D. G. Crerar*

AFTER the liberation of the Netherlands in 1945, the municipality of Hoogeveen honoured the part played by Canadian troops in the campaign by instituting annual walking tours named after the commander of the First Canadian Army, General H. D. G. Crerar. The "General Crerar Marches" have become a highly-organized event participated in by many civilian and military groups. They are divided into a number of categories, so that participants may choose among the 10, 15, 25 or 40 kilometre events. Judges stationed along the route rate the performances of the marchers according to precision, style, "road etiquette", "observation of nature", morale and, of course, endurance. Prizes are awarded at an evening

ceremony in the City Hall, when challenge cups are presented to groups in each category.

The General Crerar Marches honour the sacrifices of Canadian servicemen during the liberation campaign not only by their title but by their spirit. The proceeds, which are raised by the Hoogeveen police, are devoted to the upkeep of the graves of more than 5,000 Canadian soldiers, sailors and airmen buried in the Netherlands, mainly in the Canadian military cemeteries at Bergen-op-Zoom, Groesbeek and Holten. The care of individual graves is in the hands of Dutch families and school children who "adopted" them after the war and have carefully tended them ever since.

On hand for the 1962 Marches, held on May 12, were some 4,000 participants, including individuals and groups from outside the country, among them platoons from the Canadian NATO brigade. A contingent from the Queen's Own Rifles won laurels in the 25-kilometre march.

This year the municipality of Hoogeveen conferred on General Crerar the "freedom of the city". In the presence of the Queen's Commissioner for the Province of Drenthe and many Dutch and foreign representatives, the Burgomaster, Dr. J. A. Bakker, made the presentation of a finely-illuminated citation and a gold

medal. The Ambassador of Canada to the Netherlands, Mr. C. P. Hébert, accepted the awards on behalf of General Crerar, who was unable to be present. Dr. Bakker pointed out that, in thus honouring a distinguished Canadian citizen, Hoogeveen was not only looking back to the wartime fellowship between the two countries but was looking ahead to the strengthening "of the ties that were formed in the past and are worth maintaining in the future".



### **APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. J. Y. Grenon posted from Ottawa to the Canadian Embassy, Santiago. Left Ottawa May 31, 1962.

Mr. D. G. MacKinnon appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1962.

Mr. D. A. Anderson appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1962.

Mr. G. P. Creighton appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1962.

Mr. D. G. Gracey appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 1, 1962.

Mr. L. Houzer posted from the Canadian Embassy, Santiago, to Ottawa. Left Santiago June 6, 1962.

Mr. C. Chatillon posted from the Canadian Consulate General, Seattle, to the Canadian Consulate General, Boston. Left Seattle June 8, 1962.

Mr. J. D. Turner posted from Ottawa to the Canadian Consulate General, Seattle. Left Ottawa June 9, 1962.

Mr. G. A. Rau posted from Ottawa to the Canadian Embassy, Madrid. Left Ottawa June 10, 1962.

Mr. P. A. E. Johnston posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa June 14, 1962.

Mr. A. P. McLaine posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow June 16, 1962.

Mr. J. D. M. Weld posted from the Canadian Embassy, Rio de Janeiro, to Ottawa. Left Rio de Janeiro June 16, 1962.

Mr. P. A. Joncas appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 18, 1962.

Mr. L. J. Wilder posted from the Canadian Embassy, Athens, to the International Supervisory Commissions, Indochina. Left Athens June 19, 1962.

Mr. J. M. Lemieux posted from Ottawa to the Canadian Consulate General, Boston. Left Ottawa June 21, 1962.

Mr. H. B. Robinson posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa June 21, 1962.

Mr. G. L. Morris posted from the Office of the High Commissioner for Canada, New Delhi, to the Canadian Consulate General, New York. Left New Delhi June 22, 1962.

Mr. T. A. Williams posted from Ottawa to the International Supervisory Commissions, Indochina. Left Ottawa June 24, 1962.

Mr. E. A. Skrabec appointed to the Department of External Affairs as Foreign Service Officer 1 effective June 25, 1962.

Mr. G. Ignatieff appointed Permanent Representative and Ambassador to the Delegation of Canada to the North Atlantic Council, Paris. Left Ottawa June 28, 1962.

Mr. R. E. Reynolds posted from Ottawa to the Office of the High Commissioner for Canada, London. Left Ottawa June 28, 1962.

Miss L. Beattie posted from the Canadian Consulate General, Boston, to the Canadian Consulate General, San Francisco. Left Boston June 28, 1962.

Mr. D. R. Hill posted from the Canadian Embassy, Bonn, to Ottawa. Left Bonn June 30, 1962.

---

## TREATY INFORMATION

### Current Action

#### Bilateral

##### France

Exchange of Notes between Canada and France concerning the exchange of defence science information.

Paris, May 25, 1962.

Entered into force May 25, 1962.

##### United States of America

Amendment to the Agreement for co-operation concerning civil uses of atomic energy between the Government of Canada and the Government of the United States of America signed at Washington on June 5, 1955, as amended by the Agreement signed at Washington on June 26, 1956, as modified by the Agreement signed at Washington on May 22, 1959, and as amended by the Agreement signed at Washington on June 11, 1960.

Signed at Washington May 25, 1962.

## **Multilateral**

Agreement concerning the International Institute of Refrigeration.

Done at Paris December 1, 1954.

Signed by Canada May 31, 1955.

Canadian Instrument of Ratification deposited June 14, 1962.

Entered into force for Canada June 14, 1962.

International Wheat Agreement, 1962.

Signed by Canada May 11, 1962.

Canada's Instrument of Acceptance deposited May 16, 1962.

Second International Tin Agreement.

Done at London September 1, 1960.

Signed by Canada December 2, 1960.

Canadian Instrument of Ratification deposited March 22, 1961.

Entered into force February 21, 1962.

Universal Copyright Convention.

Signed by Canada September 6, 1952.

Canada's Instrument of Ratification deposited May 10, 1962.

## **Publication**

*Canada Treaty Series 1960 No. 24.* Agreement between the Government of Canada and the Government of Pakistan relating to air services. Karachi, December 21, 1960. Entered into force December 21, 1960.

*Canada Treaty Series 1961 No. 2.* Exchange of Notes between Canada and Iran concerning visa requirements for non-immigrant travellers of the two countries. Ottawa March 10, 1961. Entered into force April 9, 1961.



# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of External Affairs as the source would be appreciated.

Subscription rates: One dollar a year  
(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,

should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,

Ottawa.

Vol. XIV No. 8

## Contents

August 1962

The Time and the Place for Disarmament . . . . .	222
United Nations General Assembly . . . . .	229
Carnegie Fellows in Diplomacy . . . . .	235
General Agreement on Tariffs and Trade . . . . .	236
United Nations Special Fund . . . . .	240
A Commonwealth Centre . . . . .	243
The Association of Southeast Asia (ASA) . . . . .	247
Appointments, Postings and Transfers in the Canadian Diplomatic Service . . . . .	249
Treaty Information . . . . .	250

# *The Time and The Place for Disarmament*

STATEMENT BY THE CANADIAN SECRETARY OF STATE FOR  
EXTERNAL AFFAIRS, MR. HOWARD GREEN, TO THE 18-NATION  
DISARMAMENT COMMITTEE IN GENEVA ON JULY 24, 1962

... The agreement signed yesterday on the future of Laos has shown that initial suspicion and distrust need not be insuperable barriers — and I think that is the main trouble in the world today, too much suspicion and distrust. I repeat, suspicion and distrust need not be insuperable barriers if all concerned are prepared to work patiently towards agreement. Certain difficult political issues were faced in the Conference on Laos and acceptable solutions were worked out involving compromises by all. I suggest that the same determination to negotiate until agreement is reached should guide our further work at this Disarmament Conference.

We convened here last March, at the request of the United Nations General Assembly, with the specific task of working out an agreement on general and complete disarmament in accordance with a statement of principles which had been agreed between the United States of America and the Soviet Union but also had been accepted unanimously by the General Assembly. I draw your attention to the last of these principles, which reads as follows:

States participating in the negotiations should seek to achieve and implement the widest possible agreement at the earliest possible date. Efforts should continue without interruption — this is the principle agreed to unanimously — until agreement upon the total programme has been achieved, and efforts to ensure early agreement on and implementation of measures of disarmament should be undertaken without prejudicing progress on agreement on the total programme and in such a way that these measures would facilitate and form part of that programme.

This was decided at the last session of the General Assembly.

We are now only eight weeks away from the next session. Therefore, it is appropriate to consider seriously what this Conference should be doing in the coming weeks to fulfil the specific mandate which it has been given.

I have been concerned about a growing tendency to accept with resignation a return to the General Assembly with virtually no progress to report and furthermore to adjourn this Conference while the General Assembly is in session. This must be resisted and with it the temptation to spend the intervening weeks in building up a case for blaming others for failure to achieve results here in Geneva.

## **Some Agreement Expected**

Mr. Chairman, can we believe that any member of this Conference would be held free of responsibility by the United Nations if we recess for the purpose of

wrangling in New York? The agreed principle which I have already quoted shows clearly that the United Nations expects efforts to reach agreement here to be continued without interruption. This Disarmament Conference has the specific injunction to persevere, which was not the case with its predecessors. When the Conference was set up, every member of the United Nations, of course, was aware of the difficulties we should face, but, for that very reason, the Conference was instructed to continue its efforts without interruption.

One gratifying characteristic of the discussions here has been the objectivity and the seriousness with which the negotiations have been conducted day by day. If we go to New York and indulge in recriminations and mutual accusations of bad faith, the good faith, the good atmosphere in this Conference would certainly suffer. In fact, I am afraid it would be at an end.

I recognize, of course, that the forthcoming General Assembly will wish to discuss disarmament and the progress that we have made so far. However, it does seem to me self-evident that all the United Nations can do, given its previous decision, is to say to this Conference: "Continue your efforts to carry out the task which you have been set". Obviously, Mr. Chairman, Geneva must continue to be the negotiating forum.

In this connection let me emphasize once more the important role of the eight uncommitted countries. They were chosen from all the parts of the world precisely to be representatives of the United Nations as a whole; here they have a vital and unique role to play in helping to bring about agreement. They have been constructive participants in all aspects of the negotiations and their presence is one of the main assets of this Conference. I hope, and I am sure, that they will not lose heart but will continue the work they have been doing.

### **Areas of Measurable Progress**

What we must consider is how the Conference can continue to work without interruption and avoid stalemate. I suggest that we concentrate in the next eight weeks on those areas in which progress can be registered so that we may have some concrete achievements to report to the General Assembly. This Conference must not simply mark time.

The course of events since we began our work last March has more than ever convinced me of the urgency of our task. The spiralling arms race, to which Mr. Menon has referred, which becomes more dangerous and more costly every day, makes the continuing efforts of this Conference imperative.

At the top of the list of questions where agreement should be within reach is the cessation of nuclear tests. The announcement of the regrettable decision of the Soviet Government to resume tests points up that this is the most pressing issue which we have to resolve. The Canadian position has been and is that we are against all nuclear weapons tests. Mr. Chairman, all this testing is sheer madness; polluting the air human beings must breathe; endangering the lives of generations yet unborn; and possibly leading to the destruction of civilization.

### **Test of Good Faith**

The members of this Conference, and particularly the nuclear powers, have a responsibility before the world to make a further all out effort to find a solution. The Canadian Government has been deeply disappointed by the lack of progress in the discussions thus far in the sub-committee on the cessation of nuclear weapons tests. There is no doubt that the action which the nuclear powers take to deal with tests will be the criterion by which their intentions and their good faith will be judged in the whole field of disarmament.

The difficulty of finding a satisfactory verification system has been the main obstacle in the way of an effective test ban agreement. A major contribution to overcoming this obstacle has been the compromise proposal tabled by the eight uncommitted members of this Conference.

It is, of course, encouraging that the nuclear powers have all indicated their acceptance of this neutral proposal as a basis for further negotiations.

But in my view, Mr. Chairman, the nuclear powers have not exploited sufficiently the possibility for progress which the eight-nation memorandum affords and have been engaged in a largely fruitless debate over how it is to be interpreted. The time is overdue to enter upon real negotiation based on this memorandum.

There are three basic elements in the compromise suggested by the eight powers:

First, a detection system based on existing national networks with new posts if necessary;

Second, the establishment of an international scientific commission to process the data yielded by these stations, and

Third, the obligation for states parties to the agreement to provide adequate assurances that a suspicious event on their territory is not in fact a nuclear explosion.

As far as we can see, the combination of an improved system of national detection stations, plus an international establishment to collect and analyse the data received from them, provides a satisfactory technical basis for an agreement acceptable to both sides. The crucial question which remains is how to deal with doubtful events that may be detected on the territory of one of the parties to the treaty. The United States representative made an important suggestion at the beginning of last week when he proposed that the latest scientific data provided by recent research be thoroughly reviewed in this committee and that in the detailed examination of this information qualified experts from all delegations should participate.

### **Benefits of a Test Ban**

I believe that a discussion of this sort should be held and held just as soon as possible; it could lay the foundation for an agreement acceptable to all concerned. The conclusion of a treaty to halt tests for all time not only would be of immeasurable importance as a first step in halting the arms race, but would

also create the right atmosphere for constructive progress in other areas of disarmament.

In the field of what are called collateral measures, I also believe there is now a prospect that this Conference can take steps forward in the weeks to come.

I am happy that the Conference has now embarked on an active discussion in the Committee of the Whole of measures for the prohibition of the wider dissemination of nuclear weapons and the prevention of accidental war.

In approaching the problem of preventing the wider spread of nuclear weapons, we can draw encouragement from the fact that through their support for the Irish resolution which, as you all know, was unanimously adopted by the General Assembly last year — all governments represented at this table are already on record as favouring the adoption of effective measures in this field. Every day increases the likelihood that nuclear weapons will eventually come into the possession of a wider circle of countries. This is surely an outcome which all countries, whether or not they possess nuclear weapons themselves, deeply desire to avoid. While we may not see eye to eye on the exact nature of the arrangements that should be concluded, we all possess a common interest and recognize a common goal.

In the opinion of my Delegation, the approach which offers the best prospect for agreement is to base the work of this Committee on the recommendations set forth in the Irish resolution. It should be possible to negotiate, within a relatively short period, an effective and lasting ordinance which would ensure no further expansion of the nuclear club. My Government holds firmly to this objective and the Canadian Delegation will exert every effort to facilitate its realization.

### Risk of Accidental War

The other item which is under discussion in the Committee of the Whole (namely, measures to prevent the risk of accidental war) also deals with an urgent problem on which we could reasonably plan to report some agreed measures to the coming General Assembly. The risk of accidental war cannot fail to grow more serious as weapons of ever greater power and complexity are developed. The United States has made several specific proposals designed to deal with this problem and the U.S.S.R., when this Conference resumed, submitted suggestions which in many respects are very similar. We welcome the recognition by the U.S.S.R. that it would be desirable to adopt measures in this field. Like other members who have spoken on this subject, I hope that it will be possible to work out agreed arrangements of this type which could take effect as initial measures without awaiting the completion of our negotiations on the whole programme of general disarmament.

The Canadian Delegation is gratified that both sides recognize the value to be derived from such confidence-building measures as the advance notification of military movements, the exchange of military missions and the improvement

of direct communications between heads of state and with the Secretary-General of the United Nations. Let us now get down to a thorough discussion of these questions and work out practical arrangements which could diminish mutual suspicion and reduce the possibility of a calamity both sides wish to avoid. I am convinced that early agreement in this area is feasible and would provide a striking demonstration that our Conference is making a serious attempt to resolve problems which are of deep concern to people everywhere in the world.

I would also recall that I suggested here last March that outer space be considered by the Committee of the Whole as a collateral measure. However, the co-chairmen have not yet agreed to place this item on the agenda for consideration by the Committee of the Whole. I hope that in the near future the question of banning weapons of mass destruction in outer space will receive the detailed examination it warrants.

### **Total Disarmament**

I turn now to the task of reaching agreement on general and complete disarmament; in my view, a special effort is needed in the following main areas of the two plans before the Conference:

- (1) conventional armaments and armed forces;
- (2) chemical and biological weapons;
- (3) fissile materials and nuclear weapons;
- (4) nuclear weapons carriers.

Although serious differences have emerged with regard to some of these questions, on others there are elements common to the proposals of the United States and those of the Soviet Union which I believe can be built up into significant agreement. I deal first with those items where the chances of early agreement are the greatest.

The proposals of the two major powers on conventional disarmament lead to the same goal — the elimination of all arms and of all forces except those needed for the maintenance of internal security and international peace. The differences separating them have now been reduced by the Soviet acceptance of the idea of percentage reductions in this field. We consider that percentage reduction is the most logical and equitable method of achieving the goal and we are glad that the U.S.S.R. has accepted the principle. We hope it will come to recognize the virtue of extending this principle to the elimination of other means of waging war.

### **Agreement on Conventional Arms**

The United States and the U.S.S.R. now agree that conventional armaments will be reduced by a total of 65 per cent in the first two stages of disarmament. With regard to armed forces, there is a continuing difference over levels which should apply at the end of Stage I. However, there is virtual agreement on a level of about one million men at the end of Stage II.

Here is a large and important area where the two sides are now very close together. This is an extremely significant development, for it means that agreement on the whole question of conventional disarmament has come within the reach of the Conference. Surely, Mr. Chairman, further negotiations can remove remaining points of difference. The co-chairmen, I suggest, should as soon as possible work out agreed articles.

Taken together, the other three points I have mentioned comprise the whole field of mass destruction weapons, namely, chemical and biological weapons, nuclear weapons, and the means for their delivery. How to deal with these weapons is the most crucial issue in the whole disarmament problem. Where do the two major powers stand in this?

First of all, both countries have in the past endorsed the idea of joint technical studies in the field of chemical and biological weapons. During the first round of the negotiations, the United States Delegation offered to bring such studies forward from the first stage of disarmament to the present negotiating period prior to the signature of a treaty. We have not had a reaction to this suggestion from the Soviet Delegation, but, from their proposals of September 23, 1960, we assume that they are not opposed to the idea of a study in this area. Furthermore, we have evidence of numerous statements that the Soviet Union is anxious to make an early start in dealing with weapons of mass destruction in general. The Conference should therefore agree now on an immediate study of this question. We must stop the arms race in this area — chemical and biological warfare — which could only add new horrors to those we already know. We have enough horrors at the present time without adding these additional ones.

### **Method and Degree**

Second, there is the elimination of nuclear weapons and fissile material. Under the United States plan the production of fissile material for weapons purposes would be stopped in the first stage, and transfers from past production to non-weapons purposes would begin. This process would be carried forward during the second stage until nuclear weapons, and fissile material for use in their fabrication, would have been reduced to so-called "minimum levels". While containing no provisions on this in Stage I, the Soviet plan calls for *all* such weapons and their components to be destroyed in Stage II. What then is the difference between the two sides? One calls for complete reduction and the other for reduction to "minimum levels" by the end of Stage II. Surely these statements show that the main problem is one of method and degree — how precisely to bring about these reductions, and when. In our opinion, agreement on these questions can be reached by a more intensive effort.

Third, there is the question of eliminating nuclear weapons carriers; the issues involved here are among the most central to the negotiations and there are considerable differences between the two great powers. Both plans call for the eventual elimination of nuclear weapons vehicles. If the differences were only

of staging and timing, there would indeed be ample room for negotiations and compromise as to what might constitute a mutually acceptable, balanced and verifiable reduction. But while, under the United States outline, the powers move towards the total elimination of nuclear weapons carriers by a 30 per cent reduction in the first stage and by a balanced elimination of the remainder in Stages II and III, the Soviet Union claims that complete abolition could be achieved in the first stage. The discussions in this Conference have shown that a 100 percent reduction in the first stage would be incompatible with the principle of balance to which Mr. Menon referred this morning and would raise grave verification problems. I am convinced that opportunity for genuine negotiations will exist only if neither side holds to totally uncompromising positions.

Mr. Chairman, I began by saying that this Conference must demonstrate to the United Nations General Assembly that we have done what is humanly possible to fulfil the high responsibilities which they have given us. In our task we have become the servants of the entire world. Humanity will be our judge and, if we fail, it will judge us harshly. We must never forget that while we negotiate the entire world looks on, watching our performance. There is an urgency about our work which grows day by day, as the arms race spirals on. The worst judgement which history could make would be that we failed because we did not try hard enough.

Mr. Chairman, in conclusion my principal purpose in addressing this Conference is to lay this point squarely before you: this is the time and this is the place for action on disarmament; if we cannot make progress in this Committee, which is ideally constituted for the purpose, then what real possibility remains for coping with this most vital problem facing mankind?

# *United Nations General Assembly*

## SECOND RESUMED SIXTEENTH SESSION

WHEN THE General Assembly of the United Nations recessed on February 23, 1962, it had agreed to hold a second resumed session in the first week of June to consider exclusively the question of Ruanda-Urundi. Meanwhile, however, a demand had arisen out of the meetings of the special committee of 17 members set up in November 1961 to study the implementation of the Assembly's 1960 Colonial Declaration that the second resumed session should also consider the problem of Southern Rhodesia. The Assembly met on June 7, and, after some discussion, as outlined below, it was agreed that it should discuss Ruanda-Urundi and Southern Rhodesia concurrently, the former in the Fourth Committee and the latter in plenary. The sixteenth session of the Assembly adjourned on June 28, 1962.

### **Ruanda-Urundi**

#### **Report of UN Commission**

The main document before the Fourth Committee was the report of the United Nations Commission for Ruanda-Urundi, which had been established by the General Assembly in a resolution of February 23, 1962. The task of this five-member body, which was under the chairmanship of Miss Brooks of Liberia and included representatives of Togo, Iran, Morocco and Haiti, had been to co-operate with the administering power and the local authorities in a programme designed to assist them in preparing Rwanda and Burundi (the names of the new states) for independence. The resolution envisaged their becoming independent about July 1, 1962, subject to the approval of the General Assembly in the light of the Commission's report. The problems on which the Commission had been requested to report included the reconciliation of various political factors, the return and resettlement of refugees, the maintenance of public order and the training of indigenous forces so that Belgian troops, with certain exceptions, could be withdrawn before independence. The Commission was also requested to convene in Addis Ababa, Ethiopia, a high-level conference of representatives of the governments of Rwanda and Burundi, with a view to reaching agreement on a political, economic and administrative union of the two territories.

The Canadian Government put two members of the Royal Canadian Mounted Police at the disposal of the Commission to advise them on the police and prison systems in Rwanda and Burundi, and a Canadian officer from the United Nations forces in the Congo participated in the preparation of a report on the indigenous forces of the two countries.

The Commission reported that it had not been able to persuade the two governments to form a political union. Rwanda and Burundi had, however, decided to form an economic union and an agreement had been signed on April 19. The Commission noted the inadequacy of the indigenous forces but left it to the General Assembly to decide what arrangements should be made for their training. On the question of Belgian troops, it was suggested that the General Assembly might wish to endorse a purely technical operation for the progressive withdrawal of Belgian troops after independence under United Nations supervision. In view of the increasingly urgent desire for complete autonomy in the territories, the Commission considered the trusteeship agreement should be terminated as soon as possible. It recommended July 1, 1962, as the date of independence for Burundi but did not recommend a specific date for Rwanda, leaving it to the General Assembly to decide this on the basis of the efforts that had been made towards political reconciliation in that country. The Commission was strongly of the opinion that a special effort should be made to provide long-term economic and technical assistance to Rwanda and Burundi, and recommended that international organizations make a special effort to meet the requests of the two territories and that consideration be given to the creation of a special fund for assistance to Rwanda and Burundi.

#### **Fourth Committee**

In the opening phase of the discussion, the Fourth Committee heard statements by the Foreign Minister of Belgium, Mr. Paul-Henri Spaak, and representatives of the Governments of Rwanda and Burundi including Mr. Muhiirwa, the Prime Minister of Burundi, and Mr. Habamenshi, Minister of Foreign Affairs of Rwanda. The Committee also heard petitioners from the opposition groups in both territories and a representative of the *Mwami* of Rwanda.

In outlining the Belgian position, Mr. Spaak shared the regret of the Commission that it had not been possible to persuade the two governments to enter into a political union. He noted, however, that the Commission had been successful in obtaining an economic agreement between the two territories and in bringing about a political reconciliation in Rwanda that had resulted in two members of the opposition entering the Government. He said that Belgium was prepared to continue its aid to Rwanda and Burundi after independence and would not maintain troops in the territories against the wishes of the two governments. Belgium could not, however, withdraw all its forces before independence, because it was responsible for the maintenance of law and order so long as the trusteeship agreement remained in force.

The representatives of Rwanda and Burundi took different positions on the presence of Belgian troops. Mr. Muhiirwa said his Government was capable of preserving law and order and, therefore, wanted Belgian troops to withdraw immediately. Mr. Habamenshi explained that his Government could not express an opinion on the presence of Belgian troops, since they had no responsibility for

law and order so long as the trusteeship agreement was in force. When Rwanda became independent his Government wished to have a free hand to decide whether or not to retain some Belgian forces.

### **Independence**

During the general debate, it soon became evident that all delegations were agreed that the two territories should become independent on July 1, 1962. Most of the discussion, therefore, centered on the question of the withdrawal of Belgian troops. The Soviet-bloc delegations, with a number of the African and Asian delegations, maintained that all Belgian troops should be withdrawn from the territories before independence. Other delegations took the view that it was technically impossible for the troops to withdraw in the short time remaining before July 1 and that an attempt to meet this deadline might well create an atmosphere of panic amongst the foreign technicians and administrators whose assistance the two governments would require in the period after independence.

After prolonged negotiations, a draft resolution co-sponsored by 20 African and Asian delegations was submitted to the Fourth Committee and, with some amendment, was adopted on June 26 by a vote of 92 in favour (including Canada) to none against, with 11 abstentions (Soviet bloc and Togo). On the following day the General Assembly meeting in plenary approved this resolution by a vote of 93 in favour (including Canada) to none against, with 10 abstentions (Soviet bloc).

The resolution provided for the termination of the trusteeship agreement on July 1, 1962, and the emergence on that date of Rwanda and Burundi as two separate states. It called for the withdrawal of Belgian troops by August 1, 1962, "without prejudice to the sovereign rights of Rwanda and Burundi". The Secretary-General was requested to send to Rwanda and Burundi a representative, together with a team of experts, to supervise the withdrawal of Belgian forces and assist the two governments in the organization of their administrations and the development and training of their security forces. The resolution also authorized the Secretary-General to use up to \$2 million of UN funds to ensure the continuation of essential services in the two territories and requested UN Specialized Agencies to give special consideration to the needs of Rwanda and Burundi. Finally, the resolution recommended that, after the proclamation of independence on July 1, Rwanda and Burundi should be admitted as members of the United Nations. Under the terms of Paragraph 8, the Secretary-General is requested to report to the seventeenth session of the General Assembly on the implementation of the resolution.

### **Canadian Position**

The Canadian position on the future of Rwanda and Burundi was set forth in a statement by the Canadian Delegate during the discussion of the draft resolutions. He agreed that the two countries should become independent on July 1, 1962.

Drawing attention to the serious economic and technical problems facing the two governments and Belgium's offer to continue giving technical and financial aid, he expressed hope that the Fourth Committee would draft a resolution which would enable the two governments to take advantage of the Belgian offer if they wished to do so.

## Southern Rhodesia

### Seventeen-Member Committee

As reported in the April issue of *External Affairs*, a resolution was passed at the first resumed session of the sixteenth General Assembly which asked the Special Committee of Seventeen, set up to supervise the implementation of the Assembly's 1960 declaration on the granting of independence to colonial countries and peoples, to consider whether Southern Rhodesia has attained a full measure of self-government and to report on the matter to the seventeenth session of the United Nations General Assembly.

When the Committee began its meetings in March, it took Southern Rhodesia as the first territory to be discussed. Petitioners were heard, including Mr. Joshua Nkomo, the leader of the African nationalist party in Southern Rhodesia, the Zimbabwe African People's Union, and Mr. Garfield Todd, the former Premier of Southern Rhodesia. In the discussions, many members expressed concern at the denial of political rights to the African majority in Southern Rhodesia and demanded the setting aside of the 1961 constitution and the calling of a new constitutional assembly which would lead to full independence for Southern Rhodesia under a government elected on a universal franchise.

A sub-committee of the Special Committee visited London from April 7 to 14 and met representatives of the Government of Britain. At these meetings the British Government made clear its colonial policy of leading all territories to self-government; it recognized the interest of the United Nations in the emancipation of dependent territories but could not share its responsibility for administering these territories or countenance interference in their administration. It was pointed out that Southern Rhodesia had been self-governing since 1923 and that Britain could not interfere in its internal affairs or legislate for Southern Rhodesia without its Government's consent.

In its report, submitted to the Secretary-General on May 17, the Special Committee recommended that "the situation in Southern Rhodesia should be considered by the General Assembly at its resumed sixteenth session or at a special session as a matter of urgency". The report included a draft resolution for consideration by the General Assembly stating that Southern Rhodesia was not self-governing and recommending that the administering power should bring about various constitutional reforms.

### Inscription of Item

When the resumed session to consider Ruanda-Urundi met on June 7, it had

before it a letter signed by 41 African and Asian delegations requesting the inscription of the question of Southern Rhodesia. The General Committee recommended inscription by a vote of 9 in favour, 7 against, with 5 abstentions, and a somewhat complicated procedural debate followed in the plenary session on June 12. The British representative maintained that the matter was not one of urgency, particularly since elections in Southern Rhodesia had been postponed until 1963 and could quite properly be left until the seventeenth session. He argued that a two-thirds vote was required for inscription of the item under Rule 83 of the Assembly's Rules of Procedure because inscription would mean altering a previous decision of the Assembly that the resumed session should discuss only Ruanda-Urundi. Canada supported this position.

The Ghanaian representative proposed that the item should be inscribed by a decision of a simple majority under Rule 15. In the event, the Ghanaian proposal was upheld and, when the General Committee's recommendation was put to a vote, the Assembly agreed to inscription of the Southern Rhodesian item by 62 in favour, 26 opposed (including Canada), with 13 abstentions.

### **Resolution**

Discussion in plenary sessions from June 18 to June 28 centred on a resolution sponsored by 31 African and Asian members, which followed the lines suggested by the Special Committee. The resolution deplored the denial of equal political rights and liberties to the vast majority of the people of Southern Rhodesia and noted with regret that the British Government had not transferred all powers to the people of Southern Rhodesia as required by the Colonial Declaration. It affirmed that Southern Rhodesia was a non-self-governing territory and requested the administering power to call a constitutional conference to formulate a constitution to replace the 1961 constitution, which would ensure the rights of the majority of the people in conformity with the Charter and the Colonial Declaration; to restore all rights of the non-European population and remove any laws sanctioning racial discrimination; and to release all political prisoners. The Special Committee was also requested to continue its efforts to ensure the emergence of Southern Rhodesia as an independent African state.

### **Canadian Statement**

As might be expected from the number of sponsors, the majority of delegations spoke in favour of early independence for Southern Rhodesia and urged Britain to intervene as suggested by the resolution. The Canadian Delegate spoke on the question on June 19. He gave his opinion that Southern Rhodesia was moving toward full representative government, though there might be doubt if it was moving fast enough. He pointed out that, as the present Government of Southern Rhodesia had full control of its internal affairs, the Assembly should realize that the political changes it desired could only be brought about with the co-operation of that Government. The Canadian Delegation thought it was pointless and against

the interests of the Assembly to request Britain to impose constitutional changes on the Government of Southern Rhodesia, as it had no power to do so. The British Government could only exert influence in this situation by persuasion and negotiation. The Canadian Delegate suggested that the Assembly should support the British Government in its present efforts to bring about a solution to the political problems of the constituent territories of the Federation of Rhodesia and Nyasaland. In view of the honourable and constructive role played by the British Government in bringing to full independence over 600 million people in the past 15 years, it merited the confidence of the Assembly in solving those colonial problems which remained. It would be most unfortunate, he thought, if the Assembly, by making impossible demands, should jeopardize the co-operation given by Britain in colonial matters.

When the resolution on Southern Rhodesia came to a vote on June 28, it was passed by 73 in favour, 1 against, with 27 abstentions (including Canada). Britain did not participate.

## *Carnegie Fellows in Diplomacy*

FROM JULY 5 to 12, a group of 14 Carnegie Endowment Fellows in Diplomacy visited Ottawa to study the organization and operation of the Department of External Affairs and other departments of government. The Fellows, all of whom were from nations that achieved independence after the Second World War, had discussions with the Secretary of State for External Affairs, Mr. Howard C. Green, and with officials of the Department of External Affairs, the Department of Trade and Commerce and the Treasury Board. Following their visit to Ottawa, the Fellows spent two days in Toronto as guests of the Canadian Institute of International Affairs. After leaving Canada, most of them returned to their own countries for assignment to positions of responsibility in their respective foreign services.



*Carnegie Endowment Fellows visiting Ottawa meet Canada's Secretary of State for External Affairs. Left to right: Mr. M. Epie (Cameroun); Mr. W. H. F. Lima (Cameroun); Mr. N. A. Barrow (Barbados); Mr. P. R. Suarez (Philippines); Mrs. S. Hanny (Indonesia); Mr. H. M. Abucar (Somalia); Mr. P. Kusnadi (Indonesia); Mr. S. Chale (Tanganyika); Mr. Howard C. Green, Secretary of State for External Affairs; Mr. A. I. Salad (Somalia); Miss H. De Souza (Dahomey); Miss R. De Perio (Philippines); Mr. V. C. Manágas (Philippines); Mr. C. M. Hope (Barbados), Mr. A. Hassan (Indonesia).*

# *General Agreement on Tariffs and Trade*

## TARIFF CONFERENCE ENDS AT GENEVA

In Geneva on July 16, 1962, the 1960-61 Tariff Conference, which had begun in September 1960, came formally to an end with the signing of the Final Act authenticating its results and by the opening for signature of a Protocol incorporating and giving permanent treaty form to the agreements concluded. Canada and 25 other countries took part in the negotiations, which were designed to increase the flow of world trade by the reduction of tariff barriers.

Canada's principal negotiations were with the United States and the European Economic Community. Canada also concluded tariff agreements with Portugal, Israel and Spain, in connection with the accession of these three countries to the General Agreement on Tariffs and Trade. These agreements were announced in the House of Commons by the Minister of Trade and Commerce on April 18, 1962.

The tariff agreement between Canada and the United States, which was the subject of a statement made in the House of Commons by the Minister of Finance on March 7, 1962, entered into force on July 1, 1962. The items covered by the agreement represent two-way trade, which in recent years had a value of \$130-\$140 million *per annum*. All the items in the United States schedule provide for reductions in rates of duty. They apply to Canadian exports, which amounted on average to about \$65 million *per annum* in the period 1958-60.

Canada's negotiations with the European Economic Community related to the rates of the EEC common external tariff. An announcement regarding these negotiations was issued by the Minister of Trade and Commerce on July 16. The national tariffs of the six member countries are being aligned with the common external tariff over a transitional period and are to be fully implemented by December 31, 1969. In accordance with the terms of Article XXIV:6 of the General Agreement on Tariffs and Trade, the six members of the EEC were obliged to renegotiate with other GATT member countries the level of their common external tariff, in the light of concessions exchanged during earlier negotiations. Accordingly, the common external tariff of the EEC member states will be adjusted on the basis of agreements concluded with Canada and other GATT member countries at the recent Conference. Canada has obtained assurances with respect to its right of access to the European Common Market covering nearly \$250-million worth of Canadian trade a year. In addition, under two separate agreements on wheat, Canada has obtained assurances regarding its access to the European Common Market pending the working-out of the common agricultural policy of the EEC.

*The following is the text of the communiqué issued in Geneva on July 16 at the end of the 1960-61 GATT Tariff Conference:*

The 1960-61 GATT Tariff Conference was brought to a conclusion today, 16 July, with the signing in Geneva, by representatives of governments which participated in the tariff negotiations, of the Final Act Authenticating the Results of the 1960-61 Tariff Conference. The Protocol embodying the concessions granted during the course of the Conference was also opened for signature today and will be made public on 13 August.

### **Origins of the Tariff Conference**

The GATT has held four major tariff conferences before the one which has just been concluded — at Geneva in 1947, at Annecy, France, in 1949, at Torquay, England, in 1950-51 and at Geneva in 1956.

The decision to hold the 1960-61 conference was taken in May 1959, following a proposal of the United States that such a conference should be held. This further attack on tariff barriers constituted one of the elements in the GATT Programme for Expansion of Trade which had been inaugurated in November 1958. The other two elements of the Programme were concerned with trade in agricultural products and the expansion of the exports of less-developed countries.

### **Survey of the Conference**

There were three separate elements in the 1960-61 Conference: first, renegotiations with the EEC; secondly, the "Dillon",<sup>1</sup> or general, round of negotiations; and, thirdly, negotiations in accordance with the relevant provisions of the General Agreement with countries wishing to accede to the GATT.

#### *(i) Renegotiations with the European Economic Community*

The obligations on member states of the EEC under the Treaty of Rome gradually to align their national tariffs on the common tariff of the Community has involved changes in tariff rates which had been "bound" by individual member states in earlier GATT tariff conferences. The first phase of the Tariff Conference was, therefore, taken up with renegotiations between GATT member countries and the EEC, under Article XXIV:6 of the GATT. These renegotiations had the object of securing appropriate compensation for the GATT member countries concerned to offset any increases on "bound" tariff rates. This phase of the Conference, which began in September 1960, was virtually completed early in May 1961 and the way was then open for the "Dillon", or general, round of negotiations to begin.

#### *(ii) The "Dillon" Round*

The "Dillon" round of negotiations opened on 29 May 1961 and have reached their final conclusion with the signing of the Final Act today, 16 July.

<sup>1</sup> Named after Mr. Douglas Dillon who, as United States Under Secretary of State, originally proposed the holding of a further round of tariff negotiations under GATT.

The following, which include those whose negotiations were aimed at concession to the GATT, took part in the "Dillon" round:

Austria	Finland	Pakistan
Cambodia*	Haiti	Peru
Canada	India	Portugal*
Chile	Israel*	Spain*
Czechoslovakia	Japan	Sweden
Denmark	New Zealand	Switzerland
European Economic Community	Nigeria	United Kingdom
	Norway	United States

There were some negotiations, both in the "Dillon" round and under Article XXIV:6, which, while in a final stage, could not be completed in time for inclusion in the "general" Protocol. These include the negotiations of Austria with the EEC and with the member states of the Coal and Steel Community. The results of such negotiations will be embodied in a supplementary Protocol.

The "item-by-item" technique was the one generally used during the Tariff Conference. However, a new approach was contained in the offer of the European Economic Community to reduce the common tariff by 20 per cent over a wide range of its imports if the Community's negotiating partners were prepared similarly to reduce their own tariffs. While this technique did not always prove suitable to the circumstances, it made an important contribution which allowed negotiations on the common tariff to be held on a wide front.

The total number of concessions negotiated in the Tariff Conference as a whole was approximately 4,400.

While it is difficult to estimate a precise figure for the value of trade covered by concessions negotiated in the "Dillon" round, it is estimated to be in the magnitude of \$4,900 million. This is about twice the estimated trade covered in the 1956 tariff conference. (It will be recollect that the results of the bilateral negotiations conducted by the United States and by the United Kingdom, including their negotiations with the EEC, have recently been made public.)

It is evident that the results of the conference are of considerable importance and that they will make a significant contribution to the expansion of world trade. On the other hand it is true to say that, for various reasons, the results have possibly not been as substantial as some countries might have hoped for. In this connection the need, in the present conditions of world trade, for possible new techniques for tariff negotiations and for securing access to markets for temperate-zone agricultural products and for tropical products is widely recognized. As is mentioned below, the GATT is already giving attention to these questions.

### (iii) *Negotiations for Accession to GATT*

Four countries — Israel, Portugal, Cambodia and Spain — participated in the Tariff Conference with a view to full accession to the GATT. Negotiations with

\* These countries negotiated for accession to GATT.

the first three countries were successfully completed. Portugal acceded in May 1962 and Israel in July 1962. Cambodia's accession is expected to follow before the end of the year. Negotiations with Spain are continuing.

### **Future Plans for the Reduction of Tariffs**

Serious attention is already being given by the GATT to the steps that are necessary to secure a further reduction in tariffs in the future. At the meeting of Ministers in November 1961, it was agreed that the reduction of tariff barriers on a most-favoured-nation basis in accordance with the GATT should be continued. It was recognized, however, that, while the traditional GATT techniques for tariff negotiations on an item-by-item basis had produced substantial results, they were no longer adequate to meet the changing conditions of world trade. The Ministers agreed that consideration should be given to the adoption of new techniques, in particular some form of linear tariff reduction. Since the Ministers' meeting, a special Working Party has been set up to examine this question and will hold its first meeting in September.

The Ministers agreed that special account needs to be taken of the situation of the less-developed countries in regard to tariff negotiations. The Ministers agreed that, in view of the stage of economic development of these countries, a more flexible attitude should be taken with respect to the degree of reciprocity to be expected from them.

At the ministerial meeting, Ministers of agricultural exporting countries stressed that there could not be meaningful participation by their countries in tariff negotiations in view of the fact that non-tariff devices were the main obstacles to exports of agricultural products. In order to deal with this situation special procedures were established at the ministerial meeting, aimed at securing increased access to markets for agricultural products.

# *United Nations Special Fund*

## EIGHTH SESSION OF GOVERNING COUNCIL

AT THE EIGHTH session of the Governing Council of the Special Fund held in New York from May 21 to 29, 1962, the Managing Director, Paul G. Hoffman, was able to point to the great progress made by the Fund since it came into being as an agency of the United Nations on January 1, 1959. The Governing Council, Mr. Hoffman said, had approved 205 major projects, of which 128 had been authorised to begin and four had been successfully completed. Field implementation of 83 projects (38 resource surveys, 35 training and technical education institutes and 10 applied research centers) was under way in more than 50 countries. At its eighth session the Governing Council approved an additional 41 projects, and a further 91 projects are under consideration for presentation to future sessions of the Council.

Some 400 international experts from 38 countries were serving, the Director pointed out, on projects already begun, and the number of administrative and technical personnel supplied for them by recipient governments had risen to 1800. Orders had been placed for more than \$7-million worth of equipment supplied by the Special Fund and a good deal of this had already been put to good use in the field.

Mr. Hoffman summed up this record of achievement by saying that Special Fund pre-investment assistance had come of age — "it has been tried and it works", he declared. Of follow-up investment, the Managing Director remarked that the Argentine power survey completed in 1961 had already attracted \$300 million in investment capital from internal and international sources to implement the expansion of Argentina's power production recommended in the survey. Mr. Hoffman has elsewhere described the critical importance to less-developed countries of the pre-investment technical assistance provided by the Special Fund in the following way:

In the complex pattern of economic assistance programmes, the United Nations Special Fund meets an urgent and specific need.

Production and productivity in the low-income countries cannot be raised without substantial investment. But investment — public or private — will not venture into the unknown. And it shuns an unpropitious, an unprepared environment. On the other hand, investment will move freely and adequately when the potentials of its effective use are revealed or created through "pre-investment" work.

The Special Fund grants assistance for this vital pre-investment work. It does this by supporting major projects which (1) show the development possibilities of natural resources in the low-income countries; (2) train local people in the knowledge and skills required to make those resources productive; and (3) strengthen institutions in those countries to organize and manage strategically important development activities.

Thus the Special Fund, while not itself a lending agency, serves less developed countries and all sources of capital in two ways: by making greater investment feasible, and by making it effective.\*

Projects approved by the Special Fund are executed by the United Nations or the relevant UN Agencies — the Food and Agriculture Organization, the International Bank for Reconstruction and Development, the International Civil Aviation Organization, the International Labour Organization, the International Telecommunication Union, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Meteorological Organization, and the International Atomic Energy Agency.

Contributions to the Special Fund are voluntary. As of April 30, 1962, a total of approximately \$111 million had been pledged to it for its first three years of operation, 1959 through 1961. Up to April 30, 1962, a further \$53.6 million had been pledged for the year 1962. Canada is one of the largest contributors to the Special Fund and pledged \$2.35 million (U.S.) for 1961 and a similar sum for 1962. Canada's total pledge to the Fund since its inception is \$8.7 million (U.S.). Recipient countries contribute to Special Fund projects by being responsible for the local costs of projects.

Canada has been a member of the 18-member Governing Council since the Special Fund was established, and was re-elected to the Governing Council for a further three-year term early in 1962. There is equal representation on the Council between the economically more-advanced countries, having due regard to their contributions to the Fund, and among the less-developed countries, having due regard for equitable geographical distribution. The Governing Council, which normally meets twice a year, provides policy guidance on the administration and operation of the Special Fund and approves the allocation of resources for project implementation. The Council reports annually to the Economic and Social Council, which reviews its operation in the context of other United Nations assistance programmes. ECOSOC transmits the Governing Council's report with any comments it may have to the General Assembly, where all United Nations members review the progress and operations of the Fund and agree on any appropriate recommendations.

Typical Special Fund projects are the following (the project costs shown include the Special Fund and local-government contributions):

*Brazil* — A survey of the San Francisco River basin, with a total cost of approximately \$2 million, has been undertaken with FAO as executing agency to determine the physical and economic feasibility of introducing large-scale irrigation in the semi-arid zone of Northeastern Brazil.

*Cameroun* — A project costing approximately \$2.7 million has been undertaken with UNESCO as the executing agency to establish a secondary-school teacher-training institute in Yaoundé to help meet the need for some 1,500 secondary-school teachers during the next decade, when secondary-school enrolment is expected to increase to 31,000 from the present 7,000.

\* *Priorities of Progress*, published by United Nations Special Fund, New York 1961.

*Malaya* — This project, which is to establish a productivity center costing approximately \$800,000, with ILO as the executing agency, is part of a broad management-development programme to stimulate further expansion of industry by raising the level of productivity.

*Iran* — A project costing \$1.7 million is expected to meet the full demand for training vocational instructors and foremen, mainly in the metal, electrical and wood-working trades. ILO is the executing agency.

*India* — A total of \$4.6 million is being used to help establish two power-engineering research institutes. The first will design and evaluate different types of electrical generating and transmission equipment. The second will do research on switch gear, equipment development and testing instruments.

In addition to approving the programme of projects recommended by the Managing Director, the Governing Council discussed at its eighth session measures to speed up the process by which projects approved by the Governing Council become operational; the desirability of establishing information and advisory services concerning sources of development capital and assistance available to less-developed countries; and the possibility of associating Special Fund activities with assistance from other sources. The Managing Director reiterated to the Council that the resources available to the Special Fund should reach \$100 million annually, if the Fund was to make its appropriate contribution to the United Nations Decade of Development, and he urged that, at the pledging conference to be held in October 1962 in New York, member countries undertake to increase their pledges accordingly.

Mr. Hoffman has visited the capitals of several member countries since the conclusion of the eighth session, and on July 17 he visited Ottawa to consult with the Secretary of State for External Affairs and the Minister of Finance.

The ninth session of the Governing Council is to be held in New York, January 14-21, 1963.

# *A Commonwealth Centre*

MARLBOROUGH HOUSE, LONDON

WHEN the prime ministers and presidents of the Commonwealth countries meet in London on September 10, 1962, they will be introduced to the Commonwealth's new headquarters, Marlborough House. This palace, which looks out on St. James's Palace, Clarence House and Buckingham Palace, has shared with them for over a century the distinction of sheltering a royal household.



—British Information Services

*Marlborough House, London.*

At the Commonwealth Economic Conference in Montreal in September 1958, the British Government offered to make available a Commonwealth Centre where meetings might take place and certain permanent facilities might be housed. The Conference welcomed this offer.

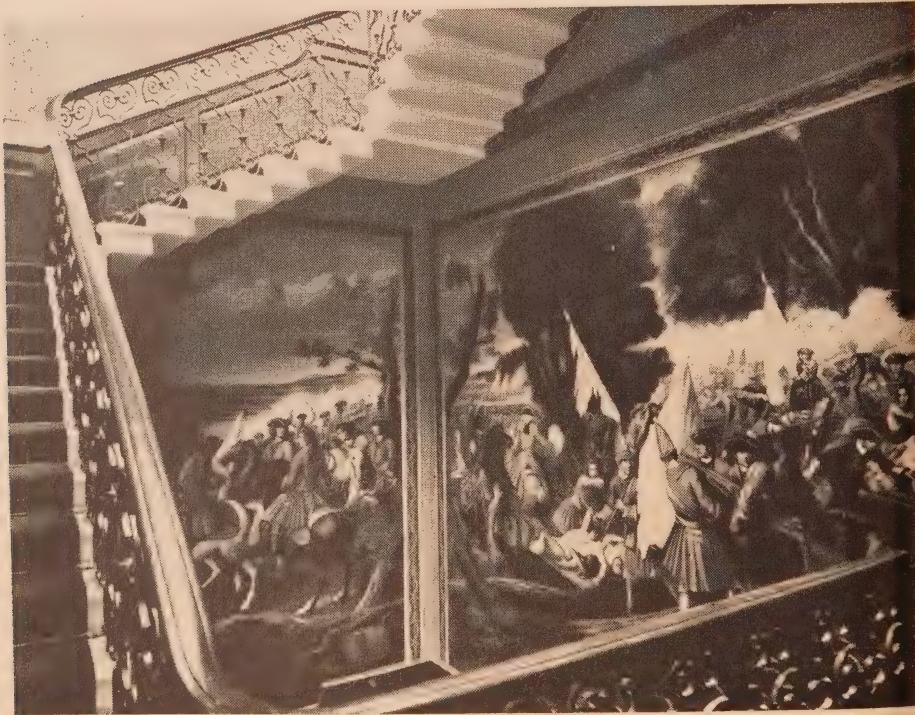
Queen Elizabeth II expressed interest in the project and consented to make available for this purpose her palace of Marlborough House. The announcement of this decision was formally welcomed on behalf of the Canadian Government by Mr. Fleming at a meeting of the Commonwealth Economic Consultative

Council in London in September 1959. On March 28 it was handed over to the Commonwealth Relations Office by the Queen.

### History

Marlborough House was built for the first Duke of Marlborough, whose Duchess desired a town house. She it was who leased the site from Queen Anne and commissioned Sir Christopher Wren as builder. Eventually, after disagreement with the illustrious architect, the Duchess took the direction of the work into her own hands. The house, completed in 1711, was used by the Dukes of Marlborough until 1817, about which time it reverted to the Royal Family and became the traditional home of the Queen Mother or the Prince of Wales. Queen Mary took up residence in Marlborough House when King George V died in 1936 and lived there until her death in 1953. Since then the house has remained vacant.

It is believed that Sir Christopher Wren's son designed the building under the supervision of his father. The result was a sober rectangular structure with little external ornament. Its principal decorative feature was a series of murals of the Duke's battles painted by Louis Laguerre for the walls of the central salon and the staircases. The same subject was further commemorated in the very walls of



—British Information Service

*Malplaquet Stair in Marlborough House, with murals by Louis Laguerre. The painting have been carefully restored.*

the house, which were made of bricks that came to England from Holland as ballast in the empty troop-transports that had carried the Duke's soldiers to the continent.

### **Renewal and Preservation**

The transformation from Palace to Commonwealth Centre has not brought any change in the outward appearance of Marlborough House or of its basic structure. Indeed, much more extensive alterations were made when the Prince of Wales occupied it in 1863. The central part of the groundfloor contains a suite of conference rooms, together with secretariat offices and reception rooms. For conferences such as that of the prime ministers in September, each delegation will have an office on one of the upper floors of the central section. In the basement there is a television and radio studio.

The decorators have not tried to change the style of the building. The Queen has lent candelabra, paintings and tapestries for the main rooms, the Laguerre murals have been carefully restored, and the main conference room on the groundfloor contains a great oval table round which 40 people can sit, with an additional 50 or so seated behind them. The carpet for this room, as for all the others, was made by the Scottish firm that made the Coronation carpeting at Westminster Abbey. One room has, however, been left almost unchanged — the smoking-room of Edward, Prince of Wales (later King Edward VII). This was also a library, one wall of which contained false backs arranged in rows as though on shelves. Visitors must pull the book-mark in an anonymous book entitled "Tricks upon Travellers" to open the door to get out.

The refurnishing has been done by the British Government. At the 1959 meeting of the Commonwealth Economic Consultative Council, Mr. Fleming said that it would be of value as a symbol if each other Commonwealth country were given the opportunity to participate in the furnishing of the building. He suggested that each might contribute chairs to go in the main conference room. Eleven other member countries joined in this project, each donating six chairs. Canada is also participating in the decoration of the east wing, where permanent facilities and staff of the Commonwealth Economic Committee are located. Several reproductions of Canadian paintings and large photographs showing different aspects of the Canadian economy have been given for this purpose.

### **Purposes of the Centre**

Meetings of prime ministers are the most important of the activities that will take place at Marlborough House, but there are many others. Other Commonwealth conferences will be held there, meetings of standing bodies such as the Commonwealth Economic Consultative Council as well as those of conferences to deal with occasional questions, such as the one held recently to discuss the constitutional future of Trinidad.

The Commonwealth Economic Consultative Council, with its subordinate

bodies, is the main channel of consultation among Commonwealth countries on economic matters. It meets several times annually at the official level and once each year at the level of finance and trade ministers. The Secretariat of the Commonwealth Economic Committee has offices and a library in one wing of the building.

The other wing will house the staffs connected with Commonwealth co-operation in education. The Commonwealth Education Liaison Unit provides permanent facilities to carry on the work of the Commonwealth Education Liaison Committee. Part of the staff of the Association of Universities of the British Commonwealth, acting as Secretariat for the Commonwealth Scholarship Commission, will also have offices in this wing. This body administers in Britain the plan approved at the Oxford Conference of 1959 establishing up to 1,000 post-graduate awards at any time for use by students from one member country in any other part of the Commonwealth.

# *The Association of Southeast Asia (ASA)*

A new association for regional co-operation in Asia, formed less than a year ago, has recently indicated some of the ways in which it is seeking to achieve practical results. This announcement was made in a communiqué issued early last April following a meeting in Malaya of the foreign ministers of the three member countries — Malaya, Thailand, and the Philippines.

The new Association (commonly known as ASA, which means "hope" in the Malay language) is designed to promote economic, social and cultural progress through mutual co-operation. At the recent meeting of the three foreign ministers, it was announced that agreement had been reached on a number of matters, including a decision to conclude a multilateral agreement on trade and navigation among the three countries, immediate inauguration of a through railroad service between the Malayan capital of Kuala Lumpur and Bangkok, the capital of Thailand, and a decision to give early consideration to a special reduced rate for press telegrams among ASA countries to encourage the flow of news.

The Association of Southeast Asia was formed on July 31, 1961, following a meeting in Bangkok of the Prime Minister of Malaya, the Minister of Foreign Affairs of Thailand, and the Secretary for Foreign Affairs of the Philippines. The three representatives issued a communiqué at that time known as the Bangkok Declaration, which announced the formation of the Association of Southeast Asia and set out its aims and purposes. The Declaration also stated that ASA was in no way connected with any outside power or power bloc and was directed against no other country, but was an association of countries of Southeast Asia having as its objective "the formation, through joint endeavour, of the well-being and the economic, social and cultural progress of the region".

The aims of ASA, as set out in the Bangkok Declaration are: To establish effective machinery for consultation and mutual assistance in the economic, social, cultural, scientific and administrative fields; to provide training and research facilities for nationals of the associated countries; to exchange information on matters of mutual interest or concern; and to contribute more effectively to the work of existing international organizations and agencies.

To carry out these various purposes, an annual meeting of foreign ministers is to be held, preceded by a meeting of a joint working party of officials about a month before the ministerial meeting. Each member has in its own capital a secretariat to carry out the work of the association in that country, while a number of special committees of specialists and officials dealing with specific subjects have been established. As an example of the sort of co-operation that is being undertaken, it may be noted that, at the recent ASA ministerial meeting, it was agreed to set up a Committee on Trade Policy and Promotion to consider the following subjects:

- (a) the liberalization of trade (including tariffs) among ASA member countries;
- (b) arrangements for the setting up of display centres in each member country to exhibit products of other ASA member countries;
- (c) the development of a programme for the joint participation of member countries in trade fairs and exhibitions;
- (d) the sending abroad, from time to time, of special joint trade missions;
- (e) the exchange of information on products available for export by member countries;
- (f) any matter relating to trade that might be referred to it from time to time.

The report of the recent meeting of foreign ministers indicates that the ministers discussed the question of the financing of ASA projects and recognized the need for the establishment of an ASA Fund. It was agreed that measures should be taken to secure the approval of the respective governments for the establishment of such a fund.

Membership in the Association of Southeast Asia is open to other countries of the region, and it is quite possible that in time the Association may expand its membership. The formation of ASA demonstrates the awareness in the member countries of their mutuality of interests and a belief that close regional co-operation and mutual help may effectively serve to further those interests and to overcome some of their current problems.

## **APPOINTMENTS, POSTINGS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. S. F. Rae, Canadian Minister to Washington, appointed Permanent Representative and Ambassador to the Permanent Mission of Canada to the European Office of the United Nations, Geneva. Left Washington June 27, 1962.

Mr. B. M. Williams, Canadian High Commissioner to Ghana, posted to Ottawa. Left Accra July 1, 1962.

Mr. J. E. G. Hardy posted from the Office of the High Commissioner for Canada, London, to the Canadian Delegation to the Disarmament Committee, Geneva. Left London July 1, 1962.

Mr. E. P. Black posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London July 3, 1962.

Mr. H. W. Richardson appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 3, 1962.

Mr. G. H. Southam, Canadian Ambassador to Poland, posted to Ottawa. Left Warsaw July 4, 1962.

Mr. J. Leger, Canadian Permanent Representative and Ambassador to the Delegation of Canada to the North Atlantic Council, Paris, appointed Canadian Ambassador to Italy. Left Paris July 5, 1962.

Mr. P. A. Lapointe posted from the Canadian Delegation to the International Supervisory Commissions, Indochina, to the Delegation of Canada to the North Atlantic Council, Paris. Left Vientiane July 5, 1962.

Mr. A. F. Haggins posted from the Office of the High Commissioner for Canada, Colombo, to the Canadian Embassy, Moscow. Left Colombo July 6, 1962.

Mr. J. M. Harrington posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London July 9, 1962.

Mr. V. C. Moore posted from the Office of the High Commissioner for Canada, Karachi, to the Canadian Embassy, The Hague. Left Karachi July 9, 1962.

Mr. E. M. Reid resigned from the Public Service effective July 10, 1962.

Mr. M. H. Coleman posted from Ottawa to the Canadian Consulate General, Los Angeles. Left Ottawa July 10, 1962.

Mr. P. Tremblay, Canadian Ambassador to Chile, appointed Permanent Representative and Ambassador to the Permanent Mission of Canada to the United Nations, New York. Left Santiago July 11, 1962.

Miss O. Hobbs posted from Ottawa to the Canadian Embassy, The Hague. Left Ottawa July 11, 1962.

Mr. M. F. Filleul appointed to the Department of External Affairs as Foreign Service Officer 1, effective July 16, 1962.

Mr. D. B. Wilson posted from Ottawa to the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development, Paris. Left Ottawa July 17, 1962.

Mr. A. J. Andrew appointed Canadian Ambassador to Israel. Left Ottawa July 19, 1962.

Miss M. W. Greenwood posted from the Canadian Embassy, Warsaw, to Ottawa. Left Warsaw July 20, 1962.

Mr. L. V. Ryan posted from the Office of the High Commissioner for Canada, London, to Ottawa. Left London July 24, 1962.

Mr. G. B. Summers, Canadian Minister to Iran, posted to Ottawa. Left Tehran July 25, 1962.

Mr. J. J. McCardle posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa. Left Paris July 27, 1962.

Mr. R. P. Cameron posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa July 30, 1962.

Mr. H. B. Stewart posted from Ottawa to the Canadian Embassy, Washington. Left Ottawa July 30, 1962.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### Mexico

Exchange of Notes between the Governments of Canada and Mexico constituting an Agreement permitting amateur radio stations of Canada and Mexico to exchange messages or other communications to or from third parties.

Signed in Mexico City, July 30, 1962.

##### Norway

Exchange of Notes between Canada and Norway concerning training of Norwegian pilots in Canada.

Oslo, July 20, 1962.

Entered into force July 20, 1962.

##### United States of America

Amendment to the Agreement for co-operation concerning civil uses of atomic energy between the Government of Canada and the Government of the United States of America signed at Washington on June 15, 1955, as amended by the Agreement signed at Washington on June 26, 1956, as modified by the Agreement signed at Washington on May 22, 1959, and amended by the Agreement signed at Washington on June 11, 1960.

Signed at Washington, May 25, 1962.

Entered into force July 11, 1962.

Exchange of Notes between Canada and the United States of America bringing into force the amendment to the Agreement for co-operation concerning civil uses of atomic energy signed at Washington May 25, 1962.

Signed at Washington, July 11 and 12, 1962.

Entered into force July 12, 1962.

Exchange of Notes between Canada and the United States of America modifying the Agreement of March 9, 1959, between the two countries, in order to provide for the suspension of tolls on the Welland Canal.

Ottawa, July 3 and 13, 1962.

Entered into force July 13, 1962.

### **Multilateral**

Declaration on Neutrality of Laos together with Protocol.

Done at Geneva July 23, 1962.

Signed by Canada July 23, 1962.

Protocol relating to an amendment to Article 50(a) of the Convention on International Civil Aviation.

Done at Montreal June 21, 1961.

Canadian Instrument of Ratification deposited October 17, 1961.

Entered into force for Canada July 17, 1962.

### **Publication**

*Canada Treaty Series 1960 No. 8. Articles of Agreement of the International Development Association. Done at Washington January 26, 1960. Signed by Canada August 9, 1960. Canada's Instrument of Acceptance deposited August 9, 1960. In force for Canada September 24, 1960.*



# EXTERNAL AFFAIRS

*External Affairs is issued monthly in English and French by the Department of External Affairs, Ottawa.*

*It provides reference material on Canada's external relations and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced.*

*Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year  
(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada,*

*should be sent to the Queen's Printer, Ottawa, Canada.*

*Authorized as Second Class Mail, Post Office Department,*

*Ottawa*

Vol. XIV No. 9

## Contents

September 1962

Royal Visits .....	254
Geneva Agreement on Laos .....	256
International Court of Justice .....	259
Independence of Jamaica .....	263
Economic and Social Consequences of Disarmament .....	266
The Canadian Immigration Service Abroad .....	269
Appointments, Postings and Retirements in the Canadian Diplomatic Service .....	272

## Royal Visits

THREE members of the Royal Family, Prince Philip, the Duke of Edinburgh, Queen Elizabeth the Queen Mother and The Princess Royal, were in Canada during May and June. Each of these visits was planned for specific purposes, and the programmes were developed so that the visits did not assume the general scope of previous royal tours.

Prince Philip's visit was of a private and informal nature devoted to his Second Commonwealth Study Conference, which lasted from May 13 to June 7. On his arrival, he came directly to Ottawa for a day's visit with the Governor General. He then joined the delegates in Montreal for the opening of the Conference, which held meetings across Canada. The Prince did not undertake public engagements unrelated to the Study Conference, except for a visit to the Royal Canadian Regiment, of which he is Colonel-in-Chief, at London, Ontario.

The Queen Mother and the Princess Royal came to Canada primarily for military ceremonies. Besides these, a limited number of other engagements were included in their programmes to provide them with opportunities to associate



*The Queen Mother presents the Queen's Colour to the Black Watch (the Royal Highland Regiment of Canada) during the unit's centenary celebrations in Montreal.*

themselves with various aspects of Canadian life and to make contact with local authorities in such a way as to meet and be seen by many Canadians, while at the same time fostering the idea that members of the Royal Family could come to Canada without undertaking full-scale coast-to-coast royal tours.

The Queen Mother arrived in Montreal on June 7 on a scheduled TCA flight to participate in the celebration of the centenary of the Black Watch (the Royal Highland Regiment of Canada), of which she is Colonel-in-Chief. In addition to the functions connected with the centennial, Her Majesty's programme in Montreal included several public engagements of an official or charitable character. Queen Elizabeth next visited Ottawa for a few days as guest of the Governor General and Madame Vanier, who gave a state dinner and reception in her honour. The Queen Mother's Ottawa schedule also included other functions which provided opportunities for people to see and meet her.

On the last day of the visit, Her Majesty was in Toronto. After being received and entertained by the local authorities, she attended the 103rd running of the Queen's Plate Stakes, which she had last witnessed during the royal tour of 1939 with the late King George VI. Queen Elizabeth flew back to the United Kingdom the same evening, June 16, in an aircraft of the Royal Canadian Air Force.

While Queen Elizabeth was in Eastern Canada, the Princess Royal arrived in Victoria, British Columbia, on June 13 by RCAF plane. The occasion was the presentation of colours to the Canadian Scottish Regiment (Princess Mary's), of which she is Colonel-in-Chief. She also participated in the celebration of the centenary of Victoria by attending several public commemorative ceremonies.

Proceeding eastward, the Princess Royal visited another unit of which she is Colonel-in-Chief, the Royal Canadian Corps of Signals, in Kingston, and also met local authorities. In Toronto, she participated in another military anniversary, the centenary of her other Canadian regiment, the Royal Regiment of Canada. Princess Mary was also entertained by provincial and municipal authorities and became the first Royal Lady to be made a Bencher of the Law Society of Canada.

The Princess paid a short visit to Ottawa as guest of the Governor General and Madame Vanier, and spent a day in Quebec City before sailing on June 28 for Britain.

The Government Hospitality Committee was responsible for all arrangements for the visits of the Queen Mother and the Princess Royal, and had charge of the official aspects of the visit of the Duke of Edinburgh.

The visits were widely reported and gave rise to enthusiastic demonstrations of interest and affection for the royal visitors.

## *Geneva Agreement on Laos*

THE formation in Laos of a Government of National Unity on June 23, 1962, made possible the resumption of the Geneva Conference on Laos at the beginning of July and the signing of an agreement on a new international status for this country on July 23. The Conference for the Settlement of the Laotian Question had been convened originally on May 16, 1961, with the following countries participating, which ultimately signed the new agreement: Britain, Burma, Cambodia, Canada, the Chinese Peoples' Republic, the Democratic Republic of Vietnam (North Vietnam), France, India, Laos, Poland, the Republic of Vietnam (South Vietnam), Thailand, the United States of America and the U.S.S.R.

The primary purpose of the Conference on Laos was to seek agreement on an international status for Laos that would confirm respect for the sovereignty, independence, unity, territorial integrity and neutrality of the country and help to stabilize Southeast Asia as a whole. This status is defined in three documents that, taken together, constitute the new international agreement on Laos:



*The Secretary of State for External Affairs of Canada affixes his signature to the original copy of the agreement on Laos. Seated at the table, left to right: Mr. C. A. Ronning Alternate Head of the Canadian delegation to the Conference on Laos; Mr. Green; Mr. Leon Mayrand, former Canadian Commissioner in Laos.*

- (a) A *Statement* on Neutrality by the Government of Laos, included as an integral part of
- (b) a *Declaration* on the Neutrality of Laos by all the other participants in the Conference;
- (c) a *Protocol* to this Declaration.

The Laotian Government's statement embodies a firm undertaking to pursue consistently neutral policies, i.e. to refrain from membership in military alliances and not to allow the establishment of foreign military bases or installations or the use of Laotian territory by any country for military purposes or for purposes of interference in the internal affairs of other countries or the introduction of foreign war material not needed for national defence.

### **Non-Interference**

The Declaration is, in fact, a response to the Statement. It consecrates the principles of non-interference in Laotian affairs and respect for the independence, the unity and territorial integrity of the Kingdom of Laos. In particular, it stipulates that aid shall be given without political conditions, that Laotian membership in military alliances shall not be sought, that no military bases shall be established in Laos and no foreign troops, para-military elements or war material introduced into Laos, and that the territory of Laos shall not be used for purposes of interference in the internal affairs of other countries.

### **Means**

The Protocol to the Declaration discusses in detail how the objectives of the Laotian Government's Statement and Declaration are to be achieved. It provides for withdrawal of all foreign troops, military and para-military elements within a 75-day time limit from the signature of the agreement. It forbids the introduction of war material inconsistent with the needs of national defence. It entrusts the International Commission with the task of seeing that international undertakings concerning military withdrawals and introduction of war material are actually carried out. It defines the rules of procedure under which the International Commission is intended to operate. In this connection, it calls for unanimous decisions on those matters that are likely to lead to a resumption of hostilities and for majority decisions on all other matters, including questions relating to the initiation and execution of investigations. It states, in particular, that differences of opinion among Commission members can be reflected in majority or minority reports to the Co-Chairmen of the Conference. Finally, it defines the financial responsibilities of the various participants in the Conference.

Canada's interest in Laos arises primarily from its membership in the International Commission for Supervision and Control, which was established under the 1954 Geneva accords on Indochina. Between 1954 and 1958 (when the Commission adjourned *sine die*), the Canadian component of the International

Commission in Laos numbered 38: three diplomatic officers, including a Commissioner, and three administrative employees from the Department of External Affairs, 24 military officers, including a Senior Military Adviser and eight non-commissioned officers from the Department of National Defence. Future Canadian delegations to the Laos Commission are expected to be similar in strength and numbers.

# *International Court of Justice*

## OPINION ON FINANCING UN FORCES

THERE has been inscribed on the provisional agenda for the seventeenth session of the United Nations General Assembly an item entitled "Obligations of Members, under the Charter of the United Nations, with Regard to the Financing of the United Nations Emergency Force in the Middle East and the Organization's Operations in the Congo: Advisory Opinion of the International Court of Justice". Much of the discussion in relation to this item may centre on the advisory opinion on this matter delivered by the International Court of Justice on July 20, 1962.

Under the United Nations Charter, provision is made whereby the General Assembly and the Security Council and other organs of the United Nations and Specialized Agencies, with the permission of the General Assembly, may request the Court to give an advisory opinion on any legal question. In accordance with these provisions, the General Assembly, by Resolution 1731(XVI) of December 20, 1961, "recognizing its need for authoritative legal guidance as to the obligations of member states under the Charter of the United Nations in the matter of financing United Nations operations in the Congo and in the Middle East", requested the Court for an advisory opinion as to whether certain expenditures, authorized by the General Assembly and covering costs of United Nations operations in the Congo (ONUC) and of the United Nations Emergency Forces in the Middle East (UNEF), constituted "expenses of the organization" within the meaning of Article 17 (2) of the Charter.

During the past few years, the United Nations has been faced with serious financial difficulties owing to a shortage of funds for its operations, particularly those relating to peace-keeping. The growing deficit has begun to reach proportions that threaten to reduce the effectiveness of the United Nations.

This problem has crystallized round the opposition of a number of states, for a variety of reasons, to the payment of their assessed shares of the expenses of UNEF and ONUC operations. The objections have included an assertion that aggressor nations should be required to pay peace-keeping costs and that the operations in question have been carried on in a manner that contravened the Charter. Some states have argued that they lack the financial resources to pay their share of what they regard as extraordinary expenses not coming within the scope of the regular budget. In consequence, various member states are in arrears, as of July 31, 1962, at least in their assessments for 1961 and previous years, to a total of \$82 million. Of the amount owed to the UN, 51 states owed \$25.3 million (31 per cent) for UNEF assessments, 64 owed \$51.4 million (63 per cent) for ONUC assessments, and 26 owed \$5.2 million (6 per cent) as regards the regular budget.

It was in the light of this financial crisis that the General Assembly voted in December 1961 to ask the Court for an advisory opinion. The following states submitted written statements in response to an invitation from the Court: Australia, Britain, Bulgaria, the Byelorussian S.S.R., Canada, Czechoslovakia, Denmark, France, Ireland, Italy, Japan, the Netherlands, Portugal, Roumania, South Africa, Spain, the Ukrainian S.S.R., the U.S.S.R., the United States of America, Upper Volta. Subsequently, last May, the Court heard oral statements from Australia, Britain, Canada, Ireland, Italy, the Netherlands, Norway, the U.S.A. and the U.S.S.R.

By nine votes to five, the Court declared that the expenditures on UNEF and ONUC operations, as enumerated in the General Assembly resolution of December 20, 1961, were "expenses of the organization" within the meaning of Article 17(2) of the Charter of the United Nations. The Court's finding is in accord with the positions taken before it by Canada and a number of other states. The vote by countries was as follows: *For*— Mr. R. J. Alfaro (Panama), Vice-President; Judges A. H. Badawi (United Arab Republic), V. K. Wellington Koo (China), J. Spiropoulos (Greece), Sir Percy Spender (Australia), Sir Gerald Fitzmaurice (Britain), K. Tanaka (Japan), Phillip C. Jessup (U.S.A.), G. Morelli (Italy). *Against*— Mr. B. Winiarski (Poland), President; Judges J. Basdevant (France), L. M. Moreno Quintana (Argentina), V. M. Koretsky (U.S.S.R.), J. L. Bustamante y Rivero (Peru).

The basic decision of the Court can be summed up thus: It concluded that "the expenses of the organization" were the amounts paid out to defray the costs of carrying out the purposes of the organization. It concluded further that the General Assembly resolutions authorizing the expenditures of UNEF and ONUC had been adopted with that end in view and that such expenditures, therefore, clearly constituted "expenses of the organization".

In arriving at its conclusion, the Court made several important findings. It declared that the word "expenses", as used in Article 17 of the Charter, covered not only the administrative expenses of the organization but, in fact, all types of United Nations expenses, particularly, in so far as its opinion was concerned, expenses relating to the maintenance of international peace and security. In reaching this conclusion, the Court rejected the view advanced by a number of states that the word "expenses" did not include the costs of maintaining international peace and security and that, for interpretation purposes, it should be qualified by an adjective such as "regular" or "administrative", on the ground that there was no basis for making a departure from the plain meaning of the text.

The Court also declared that the budgetary authority of the General Assembly extended to all budgetary aspects of the United Nations activities, including the budgetary aspects relating to international peace and security. In reaching this conclusion, the Court rejected the argument advanced by a number of states that one type of expense, namely those resulting from the operations of international

peace and security, did not come within the meaning of Article 17 (2), inasmuch as they were intended to be dealt with exclusively by the Security Council, especially through agreements negotiated between the Security Council and member states for the furnishing of armed forces in accordance with Article 43 of the Charter. The Court found that, under Article 24, the responsibility of the Security Council for the maintenance of international peace and security was "primary", not exclusive, and that the General Assembly must also be concerned with the maintenance of international peace and security.

The Court also found that the budgetary authority of the General Assembly, under Paragraph 2 of Article 17, included the power to apportion the expenses of the organization among members, which created the obligation for each member to bear that part of the expenses apportioned to it. When those expenses included expenditures for the maintenance of international peace and security not otherwise provided for, it was the General Assembly that had authority to apportion the latter amounts among the members.

The Court reviewed the arguments advanced by some states that agreements negotiated under Article 43 were intended to include the allocation of costs of enforcement action and that it was only the Security Council that had authority to arrange for meeting such costs. In dealing with this argument, the Court stated that the UNEF and ONUC operations were not enforcement actions within the compass of Chapter VII of the Charter and that, therefore, Article 43, one of the main articles in this chapter, could not have any applicability to the cases with which the Court was concerned. The Court went on to state that, even if Article 43 were applicable, it would be necessary for any such agreement to be considered in the context of Article 17, which recognized that at least a portion of the expenses involved should be borne by the organization in keeping with its general responsibility for international peace and security.

In explaining why it considered that no enforcement actions were involved, the Court pointed out that, in the case of UNEF, the Force had been set up with the consent of the nations concerned; this disposed of the notion that the Force constituted measures of enforcement. Turning to the operations in the Congo, the Court recalled that ONUC had been authorized by the Security Council in the light of an appeal from the Congolese Government. The Court found that, in view of the record of reiterated consideration, confirmation, approval and ratification by the Security Council and the General Assembly, it was impossible to reach the conclusion that the Congo operations had usurped or impinged on the prerogatives of the Security Council. The Court therefore found that these operations did not involve "preventative or enforcement measures" against any state under Chapter VII and did not constitute "action" as that term was used in Article II.

In determining whether the actual expenditures enumerated in the request for an advisory opinion constituted "expenses of the organization", the Court indicated that such expenditures should be tested by their relation to the purposes of the

United Nations, in the sense that, if an expenditure were made for a purpose that was not one of the purposes of the United Nations, it could not be considered an "expense of the organization". The Court concluded that it was evident that both the UNEF and ONUC operations had been undertaken to fulfil a prime purpose of the United Nations, that is, to promote and maintain international peace and security.

# *Independence of Jamaica*

THIS Caribbean island with a population of just over one and a half million has had an association with Britain that began over 300 years ago. Jamaica's emergence as a sovereign nation on August 6, 1962, marked the final stage in Britain's preparation of the colony for self-government and independence.

For over a decade Jamaica has had a two-party system of government. Its present Prime Minister is Sir Alexander Bustamante; the Leader of the Opposition is Mr. Norman Manley. In the general election of 1945, universal suffrage became for the first time the basis of the franchise; by 1959, the island had achieved internal self-government. The rate of Jamaica's economic growth since 1945 has been surpassed by few countries, though difficult problems of unemployment, under-employment and poverty remain. With its population descended from Africans, Asians and Europeans, Jamaica has demonstrated the ability of peoples of different races to live and work together in harmony.

## **Vote Against Federation**

While it had been expected by many that Jamaica would achieve independence as part of the projected ten-island independent federation of The West Indies, a majority of the electorate voted in September 1961 against Jamaica's further participation in the federation. As a result of this referendum, a conference was held in London that decided Jamaica should receive its independence on August 6, 1962.

Canadian interest in the Caribbean, particularly that part of it that was intended to become the federation of The West Indies, has had a long history. Indeed, Canada's relations with the area may fairly be said to reach further back in history than those with any other part of the Commonwealth except Britain.

The Jamaican independence celebrations last from August 3 to 11. Perhaps the most impressive function took place at midnight August 5, when 20,000 people crowded into the National Stadium in Kingston, the capital, to see the Union Jack hauled down and the Jamaican flag hoisted to the top of the flagstaff. The same ceremony was performed in towns and villages throughout Jamaica.

Presiding over the independence ceremonies in Kingston was Princess Margaret, representing the Queen. Canada, invited to send two representatives, was represented by Mr. Michael Starr, the Minister of Labour, and a senior member of the Department of External Affairs. In addition, Canada sent two ships of the Royal Canadian Navy to participate in the celebrations. The destroyer escorts "Iroquois" and "Huron" joined in an artillery salute in Kingston Harbour by ships of the Commonwealth and foreign navies in honour of Jamaica's independence. Later, a detachment from the two ships marched in Jamaica's



*Mr. Michael Starr, Canadian Minister of Labour, hands Sir Alexander Bustamante, Prime Minister of Jamaica, a message from Prime Minister John G. Diefenbaker of Canada congratulating the Jamaican people and government on their achievement of independence.*

independence parade and an RCN band provided music ashore at a number of ceremonial occasions.

### **Messages of Congratulation**

At the state opening of Jamaica's Parliament on August 7, Princess Margaret read a message from the Queen, which said, in part:

It is with every good wish for the future that I warmly welcome Jamaica into the Commonwealth family of nations. I am sure that your country, which has already given an example to the world of how people of many varied origins and traditions may live together in harmony, will have a vital contribution to make to the cause of fuller co-operation, understanding and tolerance far beyond the immediate area of the world in which it is situated. I pray that God may bless and keep your country in all the years that lie ahead.

The Prime Minister of Canada sent a message of congratulation and good wishes to Sir Alexander Bustamante, which was handed to the Jamaican Prime Minister by Mr. Starr at a lunch given in honour of Sir Alexander on board HMCS "Iroquois". Mr. Diefenbaker's message was as follows:

My dear Prime Minister,

I greatly regret that it has not been possible for me to attend personally the important ceremonies in Kingston marking the occasion when Jamaica joins the community of free and independent nations. However, in order to mark this momentous occasion, Canada has accepted your gracious invitation to appoint two representatives who will have the honour of being present at your country's Independence Celebrations. The first of these representatives is my friend and colleague, the Honourable Michael Starr, Member of The Queen's Privy Council for Canada and Minister of Labour. The second representative is Mr. Llewellyn Stephens, Head of the Commonwealth Division of the Department of External Affairs.

It gives me very great pleasure to convey to you the cordial esteem which I entertain for you personally and my desire to maintain and enhance the warm friendship and mutual understanding which have existed between Jamaica and Canada for so many years. As well as sending you, on behalf of all Canadians, our heartiest congratulations together with our sincere good wishes for the future welfare and prosperity of your country, I wish to assure you that Canada, as one of the older members of the Commonwealth, is particularly pleased to welcome its newest member.

To symbolize in some small measure the good wishes from Canada on this occasion the Canadian Government is providing, as an independence gift to Jamaica, \$10,000 to be used by Jamaican students, technicians or professional persons for scholarships tenable in Canada.

I know that my colleague Mr. Starr will express to you what will be in all our hearts on your Independence Day — that independent Jamaica and all Jamaicans will be blessed with peace, happiness and prosperity in the days that lie ahead.

I am, my dear Prime Minister, with warmest regards,

Yours sincerely,  
John G. Diefenbaker.

In his speech of reply, Sir Alexander Bustamante thanked Mr. Diefenbaker and said:

I appreciate the wonderful letter of sincerity you have sent us on the eve of our independence. It is something I did not expect, written so vividly, although we know you have always been so sincere. My country and myself had not expected another gift, particularly one that is so large, and of so many thousand of dollars to be spent for our students in Canada. It is a surprise gift which I believe is spontaneous and I am convinced that the friendship your Government shows us will not only continue, but will increase and I think our trade will grow higher and higher to our mutual interest. The Jamaican people and myself thank you sincerely.

# *Economic and Social Consequences of Disarmament*

A REPORT on the economic and social consequences of disarmament was published by the United Nations in February 1962. Prepared by a Consultative Group appointed by the Secretary-General in accordance with a General Assembly resolution sponsored by Pakistan and adopted on December 15, 1960, it will be considered at the seventeenth session of the Assembly.

The Consultative Group consisted of experts from Britain, Czechoslovakia, France, India, Pakistan, Poland, the Sudan, the U.S.S.R., the United States and Venezuela. They were chosen by the Secretary-General, and put forward the recommendations on their own responsibility. The Consultative Group has had two sessions, the first in Geneva in August 1961 and the second at UN headquarters in New York from January 23 to February 16 of this year. In preparing their report, the Group asked UN members to submit national studies. They received replies from 18 countries, including Canada. These studies have been published as Volume 2 of the report.

The Group reached the unanimous conclusion that "the achievement of general and complete disarmament would be an unqualified blessing to all mankind". It concluded that all the problems and difficulties of transition to disarmament could be met by "appropriate national and international measures".

In a preface to the report, the Acting Secretary-General said:

It is a source of profound gratification to me, as I am sure it will be to all governments, that, on a subject that has until recently been so beset by ideological differences, it has now proved possible for a group of experts drawn from countries with different economic systems and at different stages of economic development to reach unanimous agreement.

The report's analysis and main conclusions are summarized below:

## **Expenditures for Military Purposes**

It is estimated that the world's military expenditures total roughly \$120 billion annually. This sum is at least equal to two-thirds the national incomes of all the underdeveloped countries combined. About 85 per cent of the total is spent by seven countries — the U.S.S.R., the United States, the United Kingdom, France, the Federal Republic of Germany, the People's Republic of China, and Canada.

## **Peaceful Uses of Resources Released by Disarmament**

No country need fear that it will not be able to employ usefully the resources freed by disarmament. Indeed, there are so many competing claims on these resources that the real problem is to establish a scale of priorities. Among these needs are increased personal consumption, especially in the less-developed countries, expansion of production capacities, social investment such as education, housing, and health, and basic scientific research.

### **Impact of Disarmament on Economic Activity**

Disarmament raises both general problems of maintaining overall economic activity and specific problems of adapting to non-military needs. The conversion from war to peace-time production which occurred after the Second World War was "much larger . . . and involved a more rapid transfer of resources than total disarmament would require at present". Huge armies were immobilized quickly without a significant rise in unemployment in most countries; industrial output rose rapidly. Nevertheless, while the reconversion problem is small today, the report notes that there is not the same pent-up demand and lack of productive capacity now that existed in 1946. All countries should therefore be prepared to take, both internationally and domestically, "whatever measures may prove appropriate" to facilitate the re-allocation of resources and to ensure that any temporary dislocations of economic life are minimized.

In industrialized countries with private enterprise economies "the maintenance of effective demand in the face of disarmament should not prove difficult". In most of these countries, a substantial part of military expenditure would probably be replaced by other government expenditure; monetary and fiscal policy could be used to counter the effect of any fall in total demand which was not offset by the rise in government civil expenditure. In countries with centrally-planned economies, the maintenance of effective demand "would be simply a matter of the efficiency of planning techniques".

Even with the successful maintenance of overall effective demand, significant problems of adjustment would remain in specific sectors of the various national economies. In part, resources supplying military requirements could be shifted within industries and plants. Shifts *between* industries, on the other hand, would necessitate new investment and acquisition of different skills by the working force.

### **Impact on International Economic Relations**

The effect of disarmament on international economic relations is bound to be favourable. Relaxation of international tensions would provide a sound basis for reducing trade barriers. Trade between the centrally-planned economies and the rest of the world should increase substantially. The overall demand for some primary products, such as petroleum, rubber, and most metallic ores, which now depend significantly on military demand, would suffer only a minor impact if military spending were fully replaced by public and private non-military spending. Should any country experience appreciable difficulties because of a drop in demand for some primary product, consideration should be given to granting it special aid.

### **Effects on Aid for Economic Development**

Even if only a fraction of the resources liberated by disarmament were devoted to economic aid, it would produce a marked increase in the rate of real income

growth of the poorer countries. Because of competing claims in developed countries, however, there is a serious possibility that the financial resources released by disarmament might be rapidly absorbed by purely national aims. The Consultative Group believe, therefore, that an appropriate proportion of these resources should be allocated to international aid simultaneously with their use for domestic purposes.

# *The Canadian Immigration Service Abroad*

CANADA has had immigration representatives abroad since shortly after Confederation. Their original purpose was twofold:

1. To recruit immigrants for Canada primarily from the United Kingdom and Europe.
2. To counsel prospective immigrants on conditions in Canada and to ensure that they were equipped physically and mentally to establish themselves successfully in their new home.

There are today 31 Canadian immigration offices in the United States and overseas. The principal concentrations are in the United Kingdom (six locations) Germany (five locations) and the United States (four locations). Thirteen other offices are situated in Western European countries. Offices are also located at Tel Aviv, New Delhi and Hong Kong. In countries where Canadian immigration offices have not been established, visa functions are performed by External Affairs or Trade and Commerce personnel, or by British consular or diplomatic missions, in accordance with instructions prepared by the Immigration Branch headquarters in Ottawa.

Canadian immigration offices abroad are staffed by Canadian civil servants and locally-engaged staff in almost equal numbers. Where the offices are located in the capital, the senior officer is designated an attaché on the staff of the Canadian diplomatic mission. The Canadians on the staff comprise career foreign service officers, most with university education, and foreign service employees drawn from among experienced Canadian immigration personnel in Canada. These officers are given intensive training in immigration work and the selection and counselling of immigrants. In order to give sound counsel to prospective immigrants, these officers must, of course, be familiar with life and conditions in Canada and must be furnished with a continuous flow of up-to-date information to ensure that they are always familiar with current conditions and new developments.

The functions of Canadian immigration offices abroad are:

1. To select suitable and desirable immigrants for Canada.
2. To maintain liaison with officials of the government of the country concerned and with agencies and organizations interested in immigration matters.
3. To keep Immigration Branch headquarters informed of changing conditions that may affect Canadian immigration activities.
4. Where desirable, and in countries where the authorities do not object, to stimulate immigration interest by lectures and films about Canada.
5. To distribute pamphlets, posters and other informational materials to interested organizations and individuals.

6. To arrange displays of photographic and informational materials by travel agencies and information centres and to keep display materials in good condition.
7. To attend fairs and exhibitions, manage Canadian immigration stands and furnish oral information and printed material to visitors to such fairs.
8. To interview prospective immigrants to Canada to determine their eligibility in accordance with current Canadian immigration policies and programmes.
9. To determine the eligibility of applicants for assisted-passage loans.
10. To counsel prospective immigrants regarding opportunities in their trades in Canada, or their establishment in businesses or on farms in Canada.
11. To discourage undesirable and unsuitable candidates.
12. To interview applicants for Canadian non-immigrants visas in order to establish *bona fides*.
13. To interview persons previously landed in Canada to determine if they may be allowed to go back to Canada as returning residents.
14. To issue visas.

In its visa functions, the Immigration Branch is assisted by the Departments of Justice and National Health and Welfare, both acting in an advisory capacity to the Immigration staff, as follows:

#### **Department of National Health and Welfare**

1. Departmental medical officers abroad examine all persons referred to them by immigration officers in order to determine the ability of such persons to satisfy the medical standards laid down by the Department of National Health and Welfare in implementing the provisions of the Immigration Act.
2. They provide immigration officers with a written statement of the medical decision following each examination.
3. They prepare and sign all requests to applicants for information of a medical nature and transmit such requests through an immigration officer.

#### **Department of Justice**

1. Conducts interviews of all persons referred to it by immigration officers.
2. Provides immigration officers with written decisions as to the ability of applicants to satisfy the requirements of the Canadian Immigration Act with respect to character and record.

The deployment of Canadian immigration staff abroad was, until recently, determined largely by the fact that immigration regulations restricted unsponsored immigration mainly to Western Europe and some Commonwealth countries and it was in these countries that Canadian immigration offices were established. The

new Canadian Immigration Regulations which came into force on February 1, 1962, provide that unsponsored applicants from all parts of the world now have an equal chance under the law to have their applications considered for migration to Canada. Since the assessment of applications and selection of immigrants involves specialized knowledge and experience, it was considered preferable to devise arrangements that could bring into play the special knowledge and selection skills of officers from the Immigration Service. The following system was developed to handle immigrant cases in countries where there is no Canadian immigration officer situated:

1. Applications are received by the Departments of External Affairs or Trade and Commerce or the British offices and submitted direct to Immigration Branch headquarters in Ottawa.
2. In Ottawa the applications are reviewed by special staff (to facilitate this review a much more comprehensive application form is now in use). If the applicants appear obviously qualified or obviously unqualified, the application may be dealt with conclusively, that is, provisionally approved or rejected.
3. In provisionally approved cases, the External Affairs or British post is asked to arrange for medical and other examination and, where everything is satisfactory, to issue the necessary visa or letter of pre-examination.
4. Where applicants are not obviously either qualified or unqualified, action is deferred until such time as the applicant can be examined by a Canadian immigration officer.
5. As the pattern of applications develops in each country, one of three courses of action will be followed with respect to deferred applications:
  - (a) Where the volume of applications is substantial and the migration potential in the country is considerable, a Canadian immigration office may be established with the agreement of the local authorities to deal with applicants on a continuing basis.
  - (b) At any time when sufficient applications accumulate, a Canadian immigration team may tour the area to complete examinations.
  - (c) If there are insufficient applications in a particular country to justify making special arrangements as outlined in (a) or (b) above, it may be necessary to defer action on an application.

It is obvious, therefore, that Canadian immigration operations overseas are in a transitional stage. Some redeployment of staff and facilities may be expected in future to cope with the changing patterns of migration to Canada. Because of the need to examine applicants from many more countries and many more different backgrounds, the immigration visa officer must be more intensely trained than ever before and better equipped with the counselling materials required.

## APPOINTMENTS, POSTINGS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. S. A. Freifeld posted from the National Defence College, Kingston, to Ottawa. Left Kingston July 23, 1962.

Mr. A. J. Matheson posted from the Canadian Embassy, Washington, to Ottawa. Left Washington July 26, 1962.

Mr. J. W. O'Brien retired from the Public Service effective July 31, 1962.

Mr. J. K. Starnes appointed Canadian Ambassador to Germany. Left Ottawa August 1, 1962.

Mr. J. E. G. Lalande resigned from the Department of External Affairs effective August 3, 1962.

Mr. W. H. Cullen posted from the Canadian Consulate General, San Francisco, to Ottawa. Left San Francisco August 4, 1962.

Mr. A. F. Hart posted from the Canadian Military Mission, Berlin, to the Canadian Embassy, Moscow. Left Berlin August 6, 1962.

Mr. G. B. Bull posted from the Canadian Embassy, The Hague, to the Office of the High Commissioner for Canada, London. Left The Hague August 7, 1962.

Mr. J. S. Nutt posted from the Canadian Embassy, Washington, to Ottawa. Left Washington August 8, 1962.

Mr. J. B. Seaborn posted from the Canadian Embassy, Moscow, to Ottawa. Left Moscow August 12, 1962.

Mr. A. B. Bonnezen posted from the Canadian Consulate General, New York, to Ottawa. Left New York August 16, 1962.

Mr. R. D. Gualtieri posted from Ottawa to the Canadian Embassy, Belgrade. Left Ottawa August 16, 1962.

Mr. K. B. Williamson posted from Ottawa to the Canadian Military Mission, Berlin. Left Ottawa August 20, 1962.

Mr. W. Savage posted from the Canadian Consulate General, Chicago, to Ottawa. Left Chicago August 26, 1962.

Mr. J. M. Cook posted from Ottawa to the National Defence College, Kingston. Left Ottawa August 28, 1962.

Mr. J. H. Vincent posted from Ottawa to the Office of the High Commissioner for Canada, Kingston. Left Ottawa August 28, 1962.

Mr. S. W. Hubble posted from Ottawa to the Office of the High Commissioner for Canada, Kingston. Left Ottawa August 30, 1962.

Mr. C. P. Hébert, Canadian Ambassador to The Netherlands, deceased July 29, 1962.

# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

*It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced.*

*Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year  
(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada,*

*should be sent to the Queen's Printer, Ottawa, Canada.*

*Authorized as Second Class Mail, Post Office Department,  
Ottawa.*

Vol. XIV No. 10

## Contents

October 1962

Commonwealth Prime Ministers Meeting 1962 . . . . .	274
United Nations General Assembly . . . . .	282
Development Assistance Committee . . . . .	290
Independence of Trinidad and Tobago . . . . .	293
Settlement in West New Guinea . . . . .	296
Appointments, Transfers and Retirements in the Canadian Diplomatic Service . . . . .	300

# *Commonwealth Prime Ministers' Meeting 1962*

THEIR is little doubt that the 1962 meeting of the Commonwealth Prime Ministers was one of the most important in the history of the Commonwealth association. Held in London from September 10 to September 19, it was attended by the Presidents of Pakistan and Cyprus and the Prime Ministers of Britain, Canada, Australia, New Zealand, India and Nigeria. For the first time, the Prime Ministers of Sierra Leone, Tanganyika, Jamaica and Trinidad and Tobago also attended. President Nkrumah of Ghana was not able to be present but was represented by the Ghanaian Minister of Finance and Trade, Mr. F. K. D. Goka. As the Prime Ministers of the Federation of Malaya and Ceylon also were unable to come to London for the meeting, they were represented by Vice-Premier Tun Abdul Razak and Senator San Fernando respectively. In accordance with long established practice, the Prime Minister of the Federation of Rhodesia and



*After a dinner party at Buckingham Palace, the Queen poses with representatives of the various countries in attendance at the Commonwealth Conference. With her (standing left to right) are: Mr. Rashidi Kawawa, Tanganyika; Dr. Eric Williams, Trinidad and Tobago; Sir Milton Margai, Sierra Leone; Sir Abubakar Tafawa Balewa, Nigeria; Sir Alexander Bustamante, Jamaica; Sir Roy Welensky, Rhodesia and Nyasaland; Tun Abdul Razak Acting Prime Minister, Malaya; Mr. F. D. K. Goka, Finance Minister, Ghana; Senator S. P. C. Fernando, Minister of Justice, Ceylon; President Makarios, Cyprus. Seated (from left): Mr. Keith Holyoake, New Zealand; Mr. Jawaharlal Nehru, India; Mr. John G. Diefenbaker, Canada; Mr. Robert Menzies, Australia; President Mohammad Ayub Khan, Pakistan; Mr. Harold Macmillan, Britain.*

Nyasaland was invited to attend certain sessions, although the Federation is not a full member of the Commonwealth.

Although the Prime Ministers held discussions on many important international questions, the central theme of the meeting was the European Common Market and the economic implications for the Commonwealth should Britain's application for membership in this association be accepted. The meeting also agreed that Uganda should be admitted to membership in the Commonwealth after attaining independence in October of this year.

*The following are the notes for a statement delivered by Prime Minister Diefenbaker at the Commonwealth Prime Ministers' Meeting in London, on September 17, 1962:*

I should like to summarize briefly the Canadian position after consideration in the light of the statements made in the main sessions last week and also in the light of the committee meetings. In doing so, I think it is no longer necessary to sketch in the background considerations which we have all been over with some care.

We wish to emphasize first of all that the decision regarding the entry into the EEC is one for Britain and Britain alone, after the consultation which this meeting has made possible and such further consultation as may be desired.

The Canadian Government is not taking a position on whether or not the UK should enter the Common Market because we respect the right of Britain to take this decision herself. We have been invited to tell the British Government of our assessment of the effects of such a decision upon Canadian interests and we have done so. There are many other considerations involved in this decision which only the British Government and the British Parliament can take properly into account.

You have asked for our appraisal of the effects upon our trade of Britain's entry into the Common Market on the basis of the terms so far negotiated at Brussels. We have given this. It is on record both in the statement I made on Tuesday last and in the record of the Committee concerned with temperate food-stuffs and other matters of particular interest to Canada, Australia and New Zealand.

Our assessment is that, in the further negotiations planned to take place in Brussels in contemplation of entry by Britain into the Community, substantial further improvement will be needed in the terms of entry in the light of the undertakings that have been given regarding the safeguarding of Commonwealth interests. In several fields, notably the tariffs to apply on raw materials and on processed foods and other products, little has yet been agreed with The Six and there seems clear scope for negotiations more favourable to Commonwealth interests than those that have taken place. In the field of temperate agriculture, we think, as Mr. Green has stated in the Committee, that improvements are necessary in the paper to be agreed on between Britain and Community. In regard

to the treatment of our manufactured products, on which provisional agreement has been reached, we should also hope and expect that some improvement could be achieved. We have made some suggestions to these ends, but we feel those actually engaged in the negotiations can best judge how the improvements can be obtained.

The clearly-expressed views of the Commonwealth should assist in securing this alleviation, including some of the terms already provisionally agreed on, as well as matters still open. I should hope, too, that the notable progress made in the American Congress with the trade-expansion bill will contribute to the same end.

Canada will be glad to consult with the UK during such further negotiations as may be undertaken. We have sent experts to Brussels for this purpose and we are ready to make such further arrangements as may be desirable to ensure that this consultation is fully effective.

If it is the general desire, Canada is quite prepared to participate in a further Prime Ministers' Meeting to review the results of these final negotiations, but will co-operate in any other method of assessing the results, in so far as our views may be desired by the UK in reaching their decision.

It is now apparent that there is an almost unanimous desire among the Commonwealth Prime Ministers for something which will give greater assurance of expanding trade than the result to date of negotiations at Brussels now provide.

The Government of Canada has been giving careful consideration to what should be done to meet these new challenges that face Commonwealth and other countries. Solutions should be sought that would help all Commonwealth countries obtain their economic objectives, and at the same time avoid disruption of our established and fundamental economic and political relations. Basically, this programme would be applicable whether or not Britain decided to join the EEC.

President Kennedy has placed before Congress a programme for expanding world trade. I believe, representing as we do members of the Commonwealth and a large proportion of the world's population, that we should endeavour, in a spirit of co-operation, to give world leadership in a concerted effort to meet the difficult and diverse trade problems of Commonwealth countries.

I propose, therefore, that this Conference should declare its intention to extend an invitation to all member nations of the Commonwealth, of the EEC, the EFTA, the U.S.A. and Japan and other like-minded nations indicating a desire to participate, to meet at the earliest practicable date to give consideration to how to deal with the trading problems before us in a way which will be to the mutual advantage of all. This should prepare the way for the prospective non-discriminatory tariff negotiations on a most-favoured-nation basis.

The European Community is already a reality. There has been no question here about the desirability of that Community, as it now exists, carrying forward its objectives. However, it does seem that, if we are to achieve still wider and more satisfactory trading arrangements before 1970, steps in the direction of further world-wide trading arrangements should now be taken.

I believe that this would offer a practical contribution to the solution of our difficulties, which will advance the strength of Commonwealth association, will permit the Common Market to proceed with the expansion of its own activities, and will bring to bear the immense trading capacity of the U.S.A. and Japan.

If this plan is accepted, Canada would be most willing and honoured to be host country.

Reciprocal reduction of tariffs should not be the only matter for consideration by such a meeting. Our discussions here have again shown the urgent need to find solutions to the special difficulties in world trade in agricultural products. Work in the tariff field would need to be co-ordinated with what might be done through other means; for example through world-wide commodity agreements, both in the field of temperate foodstuffs and where particular problems arise with respect to basic materials. Other matters requiring attention would be trade in tropical products and trade of the developing countries generally.

It will be most essential for the Commonwealth to take a lead in bringing about the solution of the many problems which arise. It will be necessary to ensure that the diverse trade interests of all Commonwealth countries large and small are fully taken into account in coming to this end. Working together in this wider framework should provide an important new focus for Commonwealth co-operation.

*The communiqué issued at the close of the conference on September 19 read as follows:*

1. The meeting of Commonwealth Prime Ministers was concluded today.
2. This was the first occasion on which Sierra Leone, Tanganyika, Jamaica, and Trinidad and Tobago have been represented, as independent countries, at a Commonwealth meeting; the presence of their Prime Ministers, together representing 15,000,000 people who have achieved independence since the last Commonwealth meeting in 1961, was welcomed by the other Commonwealth governments. During the course of the meeting, the Prime Ministers were informed that Uganda, with a population of nearly 7,000,000, will attain independence in October 1962; and they agreed that Uganda should then be admitted to membership of the Commonwealth.

They also noted with satisfaction the great progress made towards the establishment of the Federation of Malaysia by August 31, 1963: this would enable the state of Singapore, the territories of North Borneo and Sarawak and, it is hoped, the state of Brunei, with a combined population of about 3,000,000, to achieve independence as part of the enlarged federation. They were informed that Tanganyika would adopt a republican form of constitution in December 1962; and they agreed that Tanganyika should thereafter remain a member of the Commonwealth as a republic.

3. In the course of their discussions, the Prime Ministers have taken the opportunity to hold their customary review of international affairs, and have exchanged

views on the political situation in various parts of the world.

They took note, in particular, of the proposals relating to the Congo which were recently put forward by the Acting Secretary-General of the United Nations, and they expressed the hope that these would prove to be the basis for a speedy and constructive settlement.

4. The Prime Ministers agreed that the need for disarmament had been intensified by the steady development of ever more powerful weapons. They reaffirmed the principles laid down in their statement on disarmament of March 17, 1961, and expressed their conviction that the 18-Nation Disarmament Committee at Geneva should continue its efforts towards a treaty for general and complete disarmament in accordance with these principles. They noted that discussions on the cessation of nuclear-weapons tests had also been taking place in Geneva and expressed the hope that these efforts would be successful in bringing into being an effective treaty to eradicate this source of fear and danger to mankind.

5. The primary object of this meeting was, however, to review the progress made in the negotiations in Brussels about the conditions on which Britain might join the European Economic Community, and to examine the nature and prospects of safeguards for the trade of other Commonwealth countries. The greater part of the meeting has been devoted to the discussion of this complex question. Although this discussion has disclosed many differences of viewpoint and many uncertainties, all the exchanges have been conducted in the frank and friendly atmosphere which characterizes Commonwealth meetings. This has reaffirmed the common determination to strengthen the links between the countries of the Commonwealth.

6. The Prime Ministers declared that, in all the countries of the Commonwealth, the constant objective of policy is to promote peace and economic progress throughout the world and thus to help to create conditions in which mankind can flourish in freedom, unfettered by poverty, ignorance or disease. In furtherance of this purpose, all Commonwealth governments are resolved to do their utmost to foster the harmonious development and steady expansion of world trade.

7. They note with concern that trade and industry in the developing countries, as well as in some of the more developed countries which are large producers of primary products for export, have been adversely affected by widely fluctuating commodity prices and a progressive worsening of the terms of trade. They see this as a problem which calls for progressive policies in relation to international trade and finance so that demand for the products of those countries can be sustained and increased, and larger and more dependable trade outlets assured to them.

8. To meet the needs of the developing countries, they will support policies designed to raise the living standards of the peoples of these countries and to help them to achieve the economic, social and cultural progress to which they aspire. To this end, they consider that improved opportunities and conditions for trade are even more important than financial aid. They recognize the need for the developing countries to have easier access to outside markets for the products of

their industries as they become established and the desirability of this being reflected in the policies of the more developed countries.

9. To meet the needs of the producers of agricultural commodities, Commonwealth governments will support policies and initiatives designed to maintain and expand world trade in these commodities and to improve the organization of the world market in a manner fair alike to producers and to consumers. They will support a fresh and vigorous approach to the negotiation of international commodity agreements to this end. In any such approach principles of price, production and trade access would need to be applied, on a commodity-by-commodity basis, so as to encourage maximum consumption without overstimulating production and to offer to efficient producing countries adequate access and stable prices at a fair and reasonable level. They believe that, in the disposal of any surplus of agricultural products, opportunity should be taken, to the fullest extent compatible with the legitimate interests of traditional suppliers, to meet the needs of those peoples of the world who are in want.

10. The Prime Ministers expressed the readiness of their governments to join in comprehensive international efforts by all available means to expand world trade in both primary products and manufactures. They recognized the important contribution which the European Economic Community and other regional groups could make in such efforts.

They hoped that the general objectives set out above would be shared by the members of the European Economic Community. They also took note, in this connection, that legislation was at present before the United States Congress which could materially assist in this aim.

11. The Prime Ministers were informed of and considered the stage reached in Britain's negotiations with the European Economic Community, and discussed the arrangements which might be made to meet the special needs of other Commonwealth countries if Britain joined the Community.

12. British ministers set out the broad political and economic considerations which had led the British Government to initiate the negotiations in Brussels. They emphasized that, in the view of the British Government, Britain's accession to the Community on satisfactory terms would have the results of strengthening the position of Britain, of the Commonwealth and of Europe.

They explained in detail the position so far reached in the negotiations in Brussels and emphasized the principal points among the many provisional arrangements which had been worked out.

In the first place, an offer of association on advantageous economic terms was open to Commonwealth countries in Africa and the Caribbean and the majority of British dependent territories.

Should certain of the countries not become associated, the provisional agreement reached in Brussels offered further discussion in the course of negotiations with a view to the possible conclusion of other arrangements.

Secondly, the Community were prepared to negotiate as soon as possible trade agreements with India, Pakistan, and Ceylon, which would have the declared objective of developing mutual trade to maintain and, as much as possible, to increase the level of their foreign-currency receipts and in general facilitate the implementation of their developments plans.

Thirdly, as regards temperate products, the enlarged Community would make, at the time of British accession, two important declarations.

One would express their intention to initiate discussions on international commodity agreements for temperate foodstuffs on a world-wide basis. It would recognize the greatly increased responsibilities of the enlarged Community by reason of its predominant position among world importers.

The second declaration would relate to the price policy of the Community. While taking appropriate measures to raise the individual earnings of those engaged in agriculture in the Community, the Community would do its utmost to contribute to a harmonious development of world trade providing for a satisfactory level of trade between the Community and third countries, including Commonwealth countries.

British ministers considered that the policy which the enlarged Community intended to pursue would offer reasonable opportunities in its markets for exports of temperate agricultural products.

13. The representatives of other Commonwealth governments welcomed this opportunity for personal consultation on this issue and for supplementing the exchanges of information and consultation which had already taken place between ministers and officials.

They took note of the considerations which had influenced the British Government in deciding to accede to the European Economic Community if satisfactory terms could be secured.

They recognized that, after full and continuing consultation with the other countries of the Commonwealth and in the light of the further negotiations to be held with the members of the Community, the responsibility for the final decision would rest with the British Government.

14. The representatives of the other Commonwealth countries freely acknowledged the strenuous efforts which the British Government have made to ensure on the part of The Six a full understanding of the safeguards required if Britain's entry into the Common Market is not to be on such terms and conditions as to impair their vital interests.

They expressed their hope that the members of the European Economic Community would wish to preserve and encourage a strong and growing Commonwealth in furtherance of their own ideals of an expanding and peaceful world order.

15. At the same time the representatives of the various Commonwealth governments expressed anxieties about the possible effects of Britain's entry into the European Economic Community. They trusted that, should there be closer as-

sociation between Britain and Europe, it would not be allowed, as it developed, to weaken the cohesion of the Commonwealth or its influence for peace and progress in the world.

They drew attention to the difficulties to which these developments could give rise in relation to their trade both with Britain and with other countries. They explained the economic points of special concern to their respective countries and the extent to which their interests had not so far been met in the Brussels negotiations.

16. Some independent African countries considered that the association with the Community under Part 4 of the Treaty of Rome would not be acceptable to them. On the other hand, the Government of Sierra Leone wished to consider further their attitude toward association after consultation with other African territories which are not members of the Commonwealth.

In the Caribbean, Trinidad and Tobago will be willing to accept association, and Jamaica will wish to consider their attitude further. .

The Prime Ministers were informed that the Federation of Rhodesia and Nyasaland was willing to accept association; and they were also informed that, after appropriate consultations, it seemed likely that the majority of the British dependent territories eligible for association would wish to accept it.

The representatives of India, Pakistan and Ceylon urged that, if Britain entered the Community, the trade agreements which the enlarged Community had offered to negotiate with their governments should be concluded as soon as possible and that, meanwhile, no change should be made in their existing trade arrangements with Britain. They expressed their apprehension that, if the treatment of their products in the United Kingdom was altered before wider trading arrangements had been worked out for the enlarged Community, their foreign-exchange earnings and investment in export industries would be adversely affected at a critical stage in the implementation of their development plans.

Importance was attached to the need for securing adequate safeguards to protect the essential interests of Commonwealth producers of temperate foodstuffs and other agricultural products, including tropical products, as well as certain raw materials for which zero tariffs had been requested. The importance for some Commonwealth countries of trade in a broad range of manufactured and processed goods was also emphasized.

The Prime Ministers took note that the negotiations in Brussels were incomplete and that a number of important questions had still to be negotiated. Only when the full terms were known would it be possible to form a final judgment.

17. It was agreed that, when the negotiations were resumed, British ministers would take full account of the views, both general and particular, which had been expressed on behalf of other Commonwealth governments at this meeting and would continue their efforts to safeguard essential Commonwealth interests.

The British Government undertook to continue to arrange for the closest consultation with other Commonwealth governments during the remainder of their negotiations with the European Economic Community.

# *United Nations General Assembly*

## **SEVENTEENTH SESSION — AGENDA**

THE seventeenth regular session of the General Assembly opened on Tuesday, September 18, at United Nations headquarters in New York. The issues before the Assembly include disarmament, self-determination for all peoples, development programmes and aid to the newly-independent countries. In addition, the Assembly will be called on to appoint a Secretary-General, since the term of U Thant as Acting Secretary-General ends on April 10, 1963.

The provisional agenda for the session contains 70 items. Supplementary items have brought the total to 89. Among the latter are the question of Hungary, the *apartheid* policies of the Republic of South Africa and race conflict, as well as the treatment of persons of Indian and Indo-Pakistan origin in that country. Also to be discussed are the Dag Hammarskjold Foundation and measures designed to promote among young people the ideals of peace, mutual respect and understanding between peoples.

Several African issues are scheduled for discussion. Besides the Congo situation, these include conditions in Portuguese territories and in the mandated territory of South West Africa.

The provisional agenda again includes items such as the reunification of Korea, the welfare of Palestine refugees, and the completion of draft international covenants on human rights. It also includes reports on technical-assistance programmes, the activities of the Special Fund and the United Nations Development Decade.

The serious financial position of the organization, emphasized by U Thant in both the introduction to his annual report to the Assembly and the introduction to the budget estimates for the coming year, will be a matter of paramount concern at the session.

The first nine articles of the provisional agenda concern the opening formalities, presentation of credentials, election of officers and the opening of the general debate following adoption of the Agenda.

The remainder of the provisional agenda is as follows (the annotations in brackets were compiled by the United Nations Office of Public Information):

### **10. Report of the Secretary-General on the work of the organization.**

(The report for the period from June 16, 1961, to June 15, 1962, deals with all aspects of United Nations activity.)

### **11. Report of the Security Council.**

### **12. Report of the Economic and Social Council.**

### **13. Report of the Trusteeship Council. 14. Report of the International Atomic Energy Agency.**

### **15. Election of non-permanent members of the Security Council.**

(The Security Council consists of five permanent members—China, France, the Soviet Union, Britain and the United

States—and six non-permanent members elected by the Assembly for two-year terms.

(The terms of Chile, Ireland and the United Arab Republic expire at the end of 1962.)

#### **16. Election of six members of the Economic and Social Council.**

(The present members of the Council are Australia, Brazil, Colombia, Denmark, El Salvador, Ethiopia, France, India, Italy, Japan, Jordan, Poland, Senegal, the Soviet Union, Britain, the United States, Uruguay and Yugoslavia.

(The six members whose terms of office expire at the end of this year are Brazil, Denmark, Japan, Poland, the Soviet Union and Britain.)

#### **17. Election of one member of the Trusteeship Council.**

(The composition of the Trusteeship Council on Jan. 1, 1962, was as follows: Australia, Belgium, Bolivia, China, France, India, New Zealand, the Soviet Union, Britain and the United States.

(On July 1, 1962, upon the termination of the trusteeship agreement for Ruanda-Urundi, Belgium ceased to be a member of the Council.

(The terms of the two elected members—Bolivia and India—will expire at the end of the year.)

#### **18. Appointment of the Secretary-General of the United Nations.**

(The late Secretary-General Dag Hammarskjold, following his appointment on Sept. 26, 1957, began his second five-year term on April 10, 1958. Following his death on Sept. 18, 1961, the Security Council, at a closed meeting on Nov. 3, 1961, unanimously recommended to the Assembly that U Thant of Burma be appointed as Acting Secretary-General of the United Nations for the unexpired portion of the term, ending on April 10, 1963.)

#### **19. Appointment of the members of the Peace Observation Commission.**

(The terms of the fourteen members of the commission—China, Czechoslovakia, France, Honduras, India, Iraq, Israel, New Zealand, Pakistan, Sweden, the Soviet Union, Britain, the United States and Uruguay—expire at the end of 1962.)

#### **20. Admission of new members to the United Nations.**

(Applications for membership in the United Nations by states which have achieved independence in 1962 will be considered by the Assembly at its seventeenth session.)

#### **21. Report of the committee on arrangements for a conference for the purpose of reviewing the Charter.**

(The committee is scheduled to meet before July, 1963.)

#### **22. Report of the commission of investigation into the conditions and circumstances resulting in the tragic death of Mr. Dag Hammarskjold and of members of the party accompanying him.**

(This five-member commission submitted on April 24 a report stating it had been unable to determine any definite cause for the plane crash in which the Secretary-General and fifteen other persons lost their lives near Ndola, Northern Rhodesia, during the night of Sept. 17-18, 1961.)

#### **23. Organization of peace.**

(The Assembly, in the closing stages of the first part of the sixteenth session, agreed on Dec. 19 to postpone consideration of this item until its seventeenth session. The item was proposed by Honduras on Dec. 8, 1961.)

#### **24. United Nations Year for International Co-operation.**

(Under the terms of a draft resolution, the Assembly, "believing that sustained efforts at co-operation and joint endeavors in all possible fields and exploration of more and more areas to that end through the United Nations and by all states will result in growing areas of co-operation among nations and in the world as a whole for peace and human welfare," was to designate the year 1963 as the United Nations Year for International Co-operation.)

#### **25. The situation with regard to the implementation of the declaration on the granting of independence to colonial countries and peoples: report of the Special Committee established under General Assembly resolution 1654 (XVI) of Nov. 27, 1961.**

(The General Assembly, at its fifteenth session, solemnly proclaimed the

necessity of bringing to a speedy and unconditional end colonialism in all forms and manifestations. To this end, it adopted a declaration on the granting of independence to colonial countries and peoples.

(Later, at its sixteenth session, the Assembly adopted a resolution establishing a Special Committee 17 [Special Committee on Colonialism] "to make suggestions and recommendations on the progress and extent of the implementation of the declaration, and to report to the General Assembly at its seventeenth session.")

**26. Question of convening a conference for the purpose of signing a convention on the prohibition of the use of nuclear and thermonuclear weapons; report of the Secretary-General.**

(The General Assembly declaration on the prohibition of the use of nuclear and thermonuclear weapons requested the Secretary-General to consult the governments of member states on the possibility of convening a special conference to sign a convention on the prohibition of such weapons for war purposes. The Secretary-General was also asked to report on the results of such consultation to the forthcoming session.)

**27. International co-operation in the peaceful uses of outer space: reports of the Committee on the Peaceful Uses of Outer Space, the World Meteorological Organization and the International Telecommunication Union.**

(Under this item, the Assembly will have before it the report of the 28-member Committee on the Peaceful Uses of Outer Space.

(The committee was assigned a number of tasks by the General Assembly in a resolution which expressed belief that "the United Nations should provide a focal point for international co-operation in the peaceful exploration and use of outer space.")

**28. The Korean question: report of the United Nations Commission for the Unification and Rehabilitation of Korea,**

(The Assembly will consider the twelfth annual report of the United Nations Commission for the Unification and Rehabilitation of Korea.

(The seven-member commission was established by the General Assembly on Oct. 7 1950, to "represent the United Nations in bringing about the establishment of a unified, independent and democratic government of all Korea" and to carry out other functions relating to relief and rehabilitation.)

**29. The situation in Angola: reports of the subcommittee.**

(The subcommittee on Angola met in Congo (Leopoldville) from Aug. 18 to Aug. 24, 1962. Its report will be before the Assembly at the seventeenth session. The report will also be submitted to the Security Council.)

**30. Report of the United Nations Scientific Committee on the Effects of Atomic Radiation.**

(The Assembly will consider the second comprehensive report of the United Nations Scientific Committee on the Effects of Atomic Radiation—the first study of its kind since 1958.)

**31. Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.**

(The agency, whose operations are financed by voluntary contributions, provides relief and other services to about a million Arab refugees from Palestine, now living in Jordan, the Gaza Strip, Lebanon and the Syrian Arab Republic.)

*a. Report on the force.*

*b. Cost estimates for the maintenance of the force.*

**32. United Nations Emergency Force.**

**33. Economic and social consequences of disarmament: report of the Secretary-General.**

**34. United Nations Development Decade: report of the Secretary-General.**

(In proclaiming the decade on Dec. 19, 1961, the Assembly asked the Secretary-General to draw up specific measures and targets designed to bring about conditions in which the national income of less-developed countries will be increasing by 5 per cent yearly by 1970, with continued annual expansion thereafter.)

**35. Economic development of underdeveloped countries:**

*a. Accelerated flow of capital and technical assistance to the developing countries: report of the Secretary-General.*

*b. Establishment of a United Nations capital development fund: report of the committee established under General Assembly resolution.*

(These proposals stem from a resolution in which the Assembly agreed, in principle, to the establishment of such a fund. It also set up a committee to consider all concrete preparatory measures, including draft legislation, necessary for the creation of the fund.)

*c. Industrial development and activities of the organs of the United Nations in the field of industrialization.*

(A draft resolution recommends that high priority be given to appropriations for expanding United Nations activities in the field of industrialization, including industrial advisory services, to meet the needs of developing countries.)

*d. Long-term projections of world economic trends: progress report prepared by the Secretary-General.*

*e. Land reform: report of the Secretary-General.*

*f. Decentralization of the economic and social activities of the United Nations and strengthening of the regional economic commissions.*

### **36. Questions relating to international trade and commodities:**

*a. Question of holding an international conference on international trade problems relating especially to primary commodity markets: report of the Secretary-General.*

*b. International measures to assist in offsetting fluctuations in commodity prices.*

### **37. Population growth and economic development.**

(The Assembly will continue consideration of this item, which was placed on last year's agenda on the initiative of Denmark and Sweden.)

### **38. Permanent sovereignty over natural resources.**

(The General Assembly will have before it a proposed declaration on the right of peoples and nations to permanent sovereignty over their natural wealth and resources.)

### **39. Progress and operations of the Special Fund.**

(At its seventeenth session, the Assembly will have before it the annual report of the managing director of the Special Fund covering 1961 and reports of the Governing Council covering sessions of the Council held during 1962.)

### **40. United Nations programmes of technical co-operation:**

*a. Review of activities.*

(A report describing the United Nations' own technical assistance activities in 1961 describes the three fold increase in aid to Africa, the shift from research and study to action and operation, and the increase in aid for the development of national resources.)

### **41. Office of the United Nations High Commissioner for Refugees:**

*a. Report of the High Commissioner.*

(The report deals with the High Commissioner's participation in work for the repatriation of Algerian refugees; progress in camp-clearance programmes in Europe; resettlement of refugees of European origin from the Far East, and use of the High Commissioner's "good offices" to encourage contributions for aid to Chinese refugees in Hong Kong.)

*b. Question of the continuation of the Office of the High Commissioner.*

### **42. Draft International Covenants on Human Rights.**

(The Assembly's third committee will take up proposed articles relating to the right of asylum and the rights of the child. It will also consider measures of enforcement of the rights enumerated in the covenant.)

### **43. Draft convention and draft recommendation on consent to marriage, minimum age of marriage and registration of marriages.**

### **44. Draft convention on freedom of information.**

### **45. Draft declaration on the right of asylum.**

### **46. Draft declaration on freedom of information.**

### **47. Manifestations of racial prejudice and national and religious intolerance.**

(A draft resolution proposed for adoption by the General Assembly would have it invite governments, Specialized Agencies, nongovernmental and private or-

ganizations to continue efforts to educate public opinion with a view to the eradication of racial prejudice and national and religious intolerance.)

**48. Information from non-self-governing territories transmitted under Article 73e of the Charter of the United Nations: reports of the Secretary-General and the Committee on Information from Non-Self-Governing Territories.**

(Under Article 73e of the Charter, member states administering non-self-governing territories transmit annually to the Secretary-General statistical and other information of a technical nature relating to economic, social and educational conditions in the territories they administer.)

*a. Political and constitutional information.*

*b. Information on educational, economic and social advancement.*

*c. General questions relating to transmission and examination of information.*

**49. Dissemination of information on the United Nations in the non-self-governing territories: report of the Secretary-General.**

**50. Offers by member states of study and training facilities for inhabitants of non-self-governing territories: report of the Secretary-General.**

**51. Preparation and training of indigenous civil and technical cadres in non-self-governing territories: report of the Secretary-General.**

**52. Racial discrimination in non-self-governing territories: report of the Secretary-General.**

**53. Noncompliance of the Government of Portugal with Chapter XI of the Charter of the United Nations: report of the Special Committee on Territories under Portuguese Administration.**

(The General Assembly will have before it the report of the United Nations Special Committee on Territories under Portuguese Administration, which states the committee's belief that Portugal should grant immediate independence to all of its territories and that the United Nations should keep a watch over developments in them.)

**54. Election to fill vacancies in the membership of the Committee on Infor-**

**mation from Non-Self-Governing Territories.**

(The present membership of the committee follows: Australia, France, the Netherlands, New Zealand, Portugal, Spain, Britain and the United States as administering members, and Argentina, Ceylon, Ecuador, Liberia, Mexico, Pakistan, the Philippines and Upper Volta as members elected by the Assembly. The terms of Argentina and Ceylon will expire on Dec. 31, 1962.)

**55. Question of Southern Rhodesia.**

(The Assembly requested its Special Committee of 17 to consider whether Southern Rhodesia had attained a full measure of self-government, and to report to the Assembly at its seventeenth session.)

**56. Question of South-West Africa:**

*a. Report of the United Nations Special Committee for South-West Africa.*

(The chairman and vice-chairman of the Special Committee for South-West Africa visited the territory in the spring of 1962 following an invitation of the South African Government.

(They reported that *apartheid* continued to be applied in the territories resulting not only in segregation, discrimination and deprivation of basic human rights and freedoms, but also in the complete subordination of the interests of the indigenous people to those of the small minority Europeans.)

*b. Special educational and training programme for South-West Africa: report of the Secretary-General.*

**57. Offers by member states of study and training facilities for inhabitants of trust territories: report of the Secretary-General.**

**58. Dissemination of information on the United Nations and the international trusteeship system in the trust territories.**

**59. Financial reports and accounts for the financial year ended Dec. 31, 1961, and reports of the Board of Auditors:**

*a. United Nations.*

(The report on United Nations finances shows that obligations incurred for 1961 amounted to \$71,096,378, compared with total appropriations of \$71,649,300. Receipts from miscellaneous income other than staff assessment

exceeded by \$598,920 the amount \$5,-531,530 originally estimated for this purpose.

(The cash deficit as of Dec. 31, 1961, totaled \$24,227,859, including advances of \$21,397,534 from the working capital fund.)

*b. United Nations Children's Fund.*

*c. United Nations Relief and Works Agency for Palestine Refugees in the Near East.*

*d. Voluntary funds administered by the United Nations High Commissioner for Refugees.*

#### **60. Supplementary estimates for the financial year 1962.**

(In the foreword to his budget estimates for 1963, the Secretary-General indicated that supplementary requirements for 1962 could be reasonably estimated at \$2,800,000 gross.)

#### **61. Budget estimates for the financial year 1963.**

(A gross expenditure budget of \$86,649,500 to cover the operating expenses of the United Nations during 1963 has been submitted to the Assembly by the Secretary-General in his report.

(Income from all sources is estimated at \$14,823,800, leaving a net expenditure level at \$71,825,700. This compares with an approved net expenditure level of \$68,082,690 for 1962.)

#### **62. United Nations Operation in the Congo: cost estimates and financing.**

(On Dec. 20, 1961, the General Assembly decided to continue the *ad hoc* account for the expenses of the United Nations operation in the Congo and authorized the Secretary-General to expend, during 1962, at an average monthly rate not to exceed \$10,000,000 for the continuing cost of the United Nations Operation in the Congo. It also decided to appropriate an amount of \$80,000,000 for this operation for the period Nov. 1, 1961, to June 30, 1962.)

**63. Obligations of members, under the Charter of the United Nations, with regard to the financing of the United Nations Emergency Force and the organization's operation in the Congo; advisory opinion of the International Court of Justice.**

#### **64. Review of the pattern of conferences.**

(This report will deal in particular with a review of the basic pattern of conferences and the determination of arrangements for the five-year period commencing Jan. 1, 1963.)

#### **65. Appointments to fill vacancies in the membership of subsidiary bodies of the General Assembly.**

*a. Advisory Committee on Administrative and Budgetary Questions.*

*b. Committee on Contributions.*

#### **66. Scale of assessments for the apportionment of the expenses of the United Nations: report of the Committee on Contributions.**

(For the three-year period 1962-64, the General Assembly in 1961 approved a new scale of assessments for the apportionment of the expenses of the United Nations. The new scale contained slight increases for 22 countries and reduced percentages for 37 countries. Almost all of the changes were less than one per cent.)

#### **67. Audit reports relating to expenditure by Specialized Agencies and the International Atomic Energy Agency:**

*a. Earmarkings and contingency allocations from the special account of the expanded programme of technical assistance.*

*b. Earmarking and allotments from the Special Fund.*

#### **68. Administrative and budgetary coordination of the United Nations with the Specialized Agencies and with the International Atomic Energy Agency: report of the Advisory Committee on Administrative and Budgetary Questions.**

##### **69. Personnel questions:**

*a. Geographical distribution of the staff of the Secretariat: report of the Secretary-General.*

*b. Proposition of fixed-term staff.*

*c. Other personnel questions.*

#### **70. Report of the United Nations Joint Staff Pension Board.**

#### **71. United Nations International School: report of the Secretary-General.**

#### **72. Question of the publication of a United Nations juridical yearbook.**

##### **73. Consular relations.**

(In 1961, the General Assembly decided to place on the provisional agenda of its seventeenth session an item entitled "consular relations," to allow "fur-

ther expressions and exchanges of views" concerning a set of draft articles prepared by the International Law Commission on the subject.)

**74. Consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations.**

(At its sixteenth session, the Assembly decided to place on the provisional agenda of its seventeenth session an item entitled "consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations.")

**75. Report of the International Law Commission on the work of its fourteenth session.**

**76. The withdrawal of foreign troops from South Korea: item proposed by the Soviet Union.**

(In submitting this item for the agenda on June 23, the Soviet Union asserted that, although nine years had passed since the end of the war in Korea, foreign troops, mainly from the United States, still remained on South Korean territory.)

**77. The urgent need for suspension of nuclear and thermonuclear tests: item proposed by India.**

(India noted that on Nov. 6, 1961, the General Assembly had adopted a resolution urging the states concerned to "refrain from further test explosions pending the conclusion of necessary internationally binding agreements in regard to tests."

(Unfortunately, said the Indian memorandum, there had been no cessation of tests nor had agreements been reached as a result of discussions on suspension of tests. Nuclear powers were continuing to engage in testing, which was causing "grave concern," it said, "not only because of the radiation hazards to which the present and future generations are being subjected, but also because it is leading to an intensification of the arms race.")

**78. Rwanda and Burundi: report of the Secretary-General.**

(The General Assembly approved July 1 as the date for the independence

of Rwanda and Burundi and for termination of the trusteeship agreement for the Belgian-administered trust territory of Ruanda-Urundi—the last United Nations trust territory in Africa.)

(On July 26, the Security Council unanimously recommended to the General Assembly that the new states of Rwanda and Burundi be admitted to the United Nations.)

**79. Question of Oman: item proposed by Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Republic and Yemen.**

(In their explanatory memorandum, the 11 delegations observed that they had first brought this matter to the Security Council in 1957, charging "British armed aggression against the independence, sovereignty and territorial integrity of the Imamate of Oman" at the south-eastern tip of the Arabian Peninsula.)

## SUPPLEMENTARY LIST

**1. Advisory services in the field of human rights.**

(The Economic and Social Council, at its 1962 summer session, expressed the hope that the Assembly would give favorable consideration to the question of expanding the programme of advisory services in the field of human rights and will consider awarding an additional number of fellowships.)

**2. Implementation of the supplementary convention of 1956 on the abolition of slavery, the slave trade and institutions and practices similar to slavery.**

(A report by the Secretary-General shows that forty-one states have ratified or acceded to the 1956 international convention on the abolition of slavery, which covers not only the abolition of slavery and the slave trade but also institutions and practices similar to slavery.)

**3. The Dag Hammarskjold Foundation.**

(The United Nations Economic and Social Council, at its 1962 summer session, recommended that the Assembly note the initiatives taken by members of the United Nations in establishing and supporting the Dag Hammarskjold Foundation as a living memorial devoted primarily to furthering his efforts to pro-

move the objectives of the United Nations in the training of citizens of developing countries to hold responsible posts.)

**4. Measures designed to promote among youth the ideals of peace, mutual respect and understanding between peoples.**

(In 1960, the General Assembly asked the United Nations Educational, Scientific and Cultural Organization to consider ways of intensifying action in this field, including the possibility of drawing up a draft declaration giving principles for the promotion among youth of the ideals of peace and understanding between peoples.)

**5. The Cairo declarations of developing countries: item proposed by the United Arab Republic.**

(The declaration comprises a preamble and seven sections, dealing with internal problems of development, co-operation among developing countries, problems of international trade, regional economic groupings, economic aid for development, international technical assistance and United Nations development activities.)

**6. The question of Hungary: item proposed by the United States.**

(The United States states that, "since the events of 1956" in Hungary, this item has received "close attention," first in the Security Council, then by the General Assembly in emergency special session, then at regular sessions of the Assembly.)

**7. Improvement of the methods of work of the General Assembly: item proposed by Tunisia.**

(The Assembly will consider a proposal that steps be taken to adapt the procedure and practice of the Assembly in the face of a heavier agenda and increased membership, with a view to speeding its work and achieving optimum effectiveness.)

**8. The policies of apartheid of the Government of the Republic of South Africa:**

(Item proposed by Afghanistan, Burma, Cambodia, Cameroun, Central African Republic, Chad, Congo (Brazza-

ville), Congo (Leopoldville), Cyprus, Dahomey, Ethiopia, Federation of Malaya, Gabon, Ghana, Guinea, India, Indonesia, Iran, Iraq, Ivory Coast, Japan, Jordan, Laos, Lebanon, Liberia, Madagascar, Mali, Mauritania, Mongolia, Morocco, Nepal, Niger, Nigeria, Pakistan, Philippines, Senegal, Sierra Leone, Somalia, Sudan, Syria, Thailand, Tunisia, United Arab Republic, Upper Volta, Yemen and Yugoslavia.)

*a. Race conflict in South Africa.*

(In an explanatory memorandum, the sponsors state that the policies and actions of the South African Government regarding *apartheid* and racial discrimination "continue with increasing ruthlessness and disregard of world public opinion, and of the successive resolutions adopted by the United Nations.")

*b. Treatment of people of Indian and Indo-Pakistan origin in the Republic of South Africa.*

(The sponsors state that the considerations mentioned regarding the question of race conflict apply equally to the question of the treatment of people of Indian and Indo-Pakistan origin and ask that the same "appropriate decisions" be taken by the Assembly on this aspect of the question.)

**9. Question of boundaries between Venezuela and the territory of British Guiana:**

(With a view to keeping the Assembly informed on negotiations between Venezuela and Britain concerning the question of boundaries between Venezuela and the territory of British Guiana, Venezuela has requested the inclusion of this item in the Assembly's agenda.)

**10. Agreement between Indonesia and the Netherlands concerning West (Netherlands) New Guinea (West Irian): item proposed by the Secretary-General.**

(The agreement was signed at United Nations headquarters on Aug. 15, 1962, by representatives of the two countries. The Secretary-General, in his explanatory memorandum, states that the principal agreement will only come into force and can only be implemented when the Assembly has authorized the Secretary-General to undertake the responsibilities involved.)

# *Development Assistance Committee*

## TENTH MEETING

A MEETING of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development was held in Paris, July 25 and 26, 1962, to discuss the results of the first annual aid review and future lines of activity. Canada is a member of the DAC, with Belgium, Britain, France, Germany, Italy, Japan, the Netherlands, Portugal, the United States and the Commission for the European Economic Community. This was the occasion for the first attendance at a DAC meeting of Norway, which became a member recently. The World Bank and the Inter-American Development Bank were represented by observers.

The annual aid review, which was completed just before this DAC meeting, was concerned principally with the effort each member is making to provide financial assistance to the developing countries. The review was widely held to be an expression of the determination of DAC members, which comprise all the major aid-providing countries of the free world, to expand the aggregate amount of resources they make available to the developing countries and to increase the effectiveness of the help thus provided. The development assistance policies of members were systematically examined in a series of meetings spread over several months, and the complex range of problems encountered in providing such assistance was thoroughly discussed. Subsequent reviews will enable these problems to be investigated further.

### **Financial Increase**

The review showed that the total flow of long-term official and private financial resources from members of the DAC to the developing countries expanded from \$7.4 billion in 1960 to \$8.7 billion in 1961. This substantial increase followed on a marked rise in such financial flows from most members in recent years. Members have provided directly or through multilateral channels over 90 per cent of all long-term financial flows to developing countries outside the Soviet bloc over the past few years.

The Chairman of the DAC reported on the substantial increase in the assistance provided by members. The total figures mentioned above include both public and private financial flows. Governmental contributions made bilaterally and to multilateral aid agencies rose to \$6.0 billion in 1961—22 per cent more than the \$4.9 billion extended in 1960. Private-capital flows to developing countries also increased, but by a smaller amount, from \$2.5 billion in 1960 to about \$2.7 billion in 1961. In the light of the review the Chairman thought it probable that the aggregate expenditures by member governments for development financing would rise further during the current year.

## **Lenient Loan Policy**

Within the total resources made available, grants and grant-like contributions by governments rose from \$4.2 billion in 1960 to \$4.5 billion in 1961 and governments' net lending from \$0.7 billion to \$1.4 billion. It was the view of the Committee that by far the largest part of the resources provided by several DAC members was already in the form of grants or loans on very lenient terms. In this connection, the Chairman reported significant improvements in 1961 in the terms of governmental assistance and a general tendency towards easier lending conditions.

The Committee also took into account the need to accompany financial aid with technical assistance. During the last few months, the DAC has shown increasing interest in the technical-assistance needs of Latin America and the importance of the "Alliance for Progress" in the achievement of economic and social development in the area, and members have agreed to increase their technical assistance to the extent possible in that area without prejudice to the interests of developing countries in Africa, Asia and elsewhere.

The results of the review were incorporated in a report prepared by the Chairman and discussed by the Committee.

While noting the improvement and progress made during the past year, the meeting was chiefly concerned with examining ways of improving on present assistance efforts. The meeting adopted a resolution providing guidance for the future work of the DAC, in which it reaffirmed the principles contained in the Resolution on the Common Aid Effort adopted at the meeting of the Development Assistance Group in London in March 1961\* and, in particular, drew attention to the fact that "while private and public financing extended on commercial terms is valuable, the needs of some less-developed countries are such that the common aid effort should provide expanded assistance in the form of grants or loans on favourable terms, including long maturities when justified, in order to prevent the burden of external debt from becoming too heavy."

## **Demand Exceeds Supply**

The resolution noted that, while the effort of DAC members to aid developing countries was substantial and growing, the needs exceeded the flow of resources and these needs were steadily growing. The DAC recommended that members should take fresh initiatives to secure public support for an expansion of development aid programmes. The consensus of members was that no one form of aid had an inherent superiority and agreed that, in determining the financial terms of aid, attention should be paid to the needs and circumstances of each country.

The resolution noted further that, "in relation to their resources and capabilities," some members of the Committee were contributing more than others. This indicated that, from the point of view of resources, there was scope for special

\*See "External Affairs", Volume XIII No. 6, June 1961, Page 217.

emphasis on an increase in the aid effort of certain countries. It was pointed out, however, that account had to be taken not only of relative resources but also of other factors, including past and present political connections with under-developed countries.

Members agreed that annual aid reviews should be continued and that future reviews should give greater emphasis to the systematic evaluation of the effectiveness of aid, having regard to:

the methods which the donor countries use for providing assistance (e.g. project or programme aid, commodity aid) in various forms (e.g. grants, loans on various terms, guarantees);

the policies of the recipient countries to make full use of their domestic resources in the development effort and to adopt long-term planning based upon clearly-defined development objectives.

It was agreed there should be further exploration of ways and means of promoting and safeguarding the flow of private capital to less-developed countries, and that the usefulness and feasibility of multilateral guarantee schemes, bearing in mind the World Bank report on multilateral investment insurance, should be studied further.

Other points in the resolution were: The DAC should study "aid tying" (i.e., the requirement by donor countries that assistance they provide be in the form of goods and services from their own countries), with a view to reversing the trend towards more "tying" of aid: members should work towards a more balanced geographic distribution of aid, taking account of existing special relations between DAC countries and under-developed countries; in recognizing the value of multilateral aid agencies, members of the Committee should give early consideration to the adequacy of financial resources of these agencies; and members should recognize the importance of the relation of trade to aid.

Finally, it was agreed that there was continued and further need for effective co-ordination of members' aid policies and programmes as they applied to specific regions and countries. Co-ordination should be effected through the DAC, which would work in close co-operation with other international organizations, notably the World Bank, and, where appropriate, with the aid-receiving countries and donor countries which were not members of DAC.

# *Independence of Trinidad and Tobago*

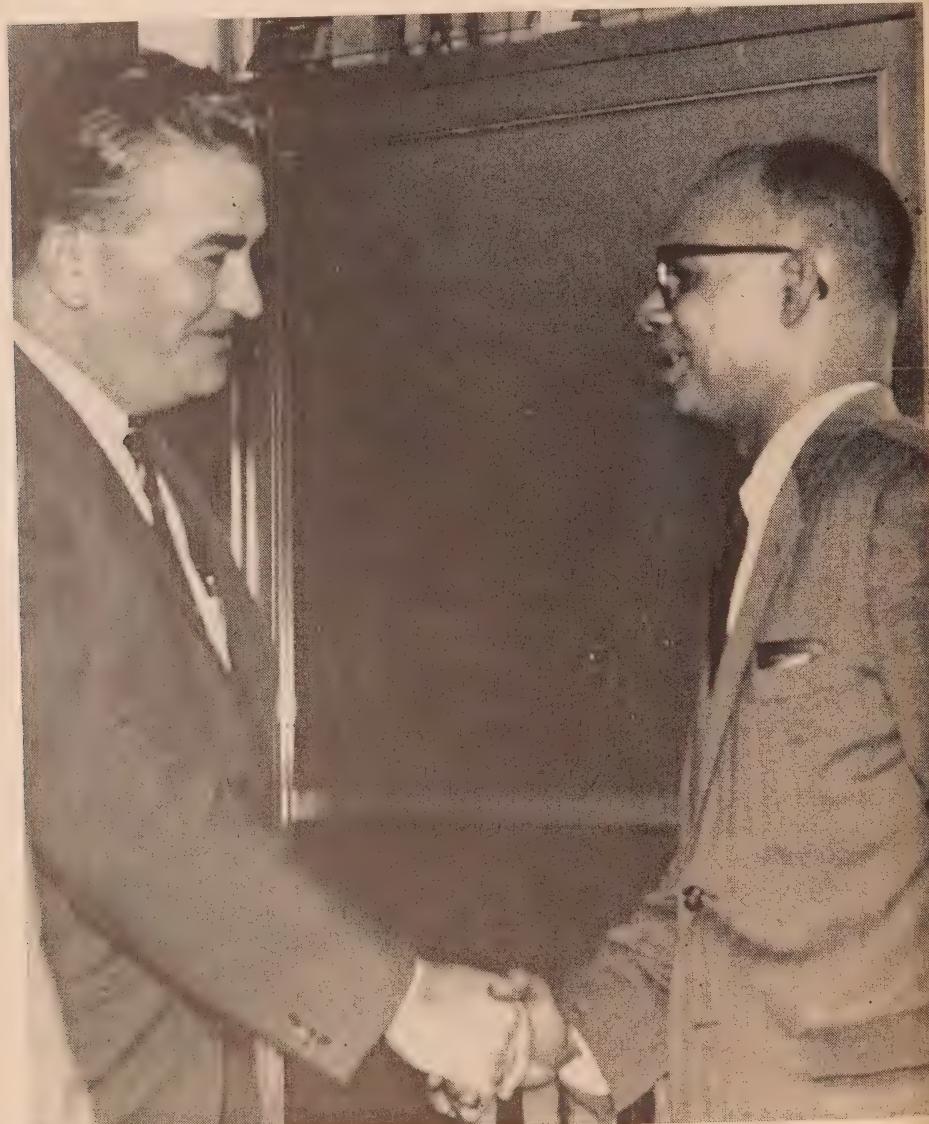
TRINIDAD and Tobago, with a combined population of just over 825,000, are the most southerly islands of the West Indies; Trinidad is only seven miles, at its nearest point, from Venezuela. On August 31 the two islands, which form a unitary state, became an independent nation and were admitted as the fifteenth member of the Commonwealth.

Trinidad was discovered by Columbus on his third voyage in 1498; but Spain made no serious attempts to colonize the island until the end of the sixteenth century. However the small Spanish settlements soon came under attack by the French, Dutch and English and, in the course of the Napoleonic Wars, Trinidad was captured by an English expedition. In 1802 the island was ceded to Britain. Tobago's early history was different. While it remained virtually uninhabited until 1632, its possession was thenceforth contested by the Dutch, English and French for almost 200 years; it was finally ceded to Britain in 1814. For many years Tobago was administered by the British as part of the Windward Islands, but in 1898 it became part of the united colony of Trinidad and Tobago. The first general election under adult suffrage was held in the united colony in 1946. After 1950, there was rapid constitutional progress, and full internal self government was achieved in 1961. The Prime Minister of the newly-independent country is Dr. Eric Williams, whose political party, the People's National Movement, has won the majority of seats in the House of Assembly in the last two general elections. Before entering politics, Dr. Williams graduated from Oxford University and was a professor at Howard University in Washington. The leader of the opposition, the Democratic Labour Party, in Trinidad's House of Assembly is Dr. Rudranath Capildeo, a graduate of London University and a barrister-at-law.

Since the end of the Second World War, Trinidad's economic growth has been remarkable. Petroleum is the chief source of the island's wealth, and Trinidad now ranks second only to Canada as a Commonwealth producer of crude petroleum. While agriculture is still the means of livelihood for the largest group of the island's population, who produce sugar, cocoa, citrus fruits and coffee, Trinidad's tourist trade is gradually being expanded and the island is attempting to diversify its industrial development.

The independence celebrations lasted from August 30 to September 5. At the centre of the ceremonies in the capital city of Port of Spain was the Princess Royal, representing the Queen. Canada's representative at the ceremonies was Mr. J. Angus MacLean, Minister of Fisheries, who presented to Dr. Williams a letter of congratulations and good wishes from the Prime Minister of Canada. Mr. Diefenbaker informed Dr. Williams that Canada's independence gift was a sum of \$10,000, to be used by Trinidad and Tobago students, technicians or professional persons for scholarships tenable in Canada. Canada also despatched

two ships of the Royal Canadian Navy, the destroyer escorts "Iroquois" and "Huron", to participate with the visiting naval ships of five countries in the independence celebrations. A detachment from the two ships took part in a parade in Port of Spain, and both ships entertained at children's parties and were open for inspection by the public.



*The Canadian Minister of Fisheries, Mr. Angus MacLean (left), is greeted by Dr. Eric Williams, the Prime Minister of Trinidad and Tobago, at the residence of the Prime Minister, on his arrival to present a letter of congratulation and good wishes from Canada to the new West Indian state.*

On August 31, at the state opening of Parliament, the Princess Royal read a message from the Queen that said, in part:

I offer to you and all the people of Trinidad and Tobago my warm personal congratulations on the achievement of your aspirations. Small in number though the population may be, it constitutes, with its many faiths and its racial origins, a microcosm of the larger world community. I invoke the blessing of Almighty God to give you the strength and the wisdom to make a living reality, for the inspiration of the world, of the stirring words of your national anthem:

Here every creed and race

Find an equal place.

Canada also marked the independence of this Caribbean state by elevating the former office of Commissioner to Trinidad and Tobago to a mission with full diplomatic rank with the title of Office of High Commissioner for Canada to Trinidad and Tobago.

# *Settlement in West New Guinea*

## UNITED NATIONS PRESENCE

THE Secretary of State for External Affairs, Mr. Green, announced on August 30 that the Canadian Government had decided to accede to the request of the Acting Secretary-General of the United Nations for Canadian assistance in the new United Nations operation in West New Guinea. The request was not surprising since Canada had long been a consistent and strong supporter of United Nations peace-keeping operations and had gained experience and specialized knowledge in working with the United Nations in widely scattered parts of the world.\* The contribution Canada was asked for and has agreed to make to the United Nations Temporary Executive Authority in West New Guinea is one officer of the Royal Canadian Air Force of the rank of Wing Commander (who is serving at the UNTEA headquarters in Hollandia) and two RCAF "Otter" amphibious aircraft, with air and ground crews and necessary spare parts.

As soon as the decision to assist was made, the RCAF despatched the "Otters" and their crews by "Hercules" transport aircraft. They arrived in West New Guinea in early September and were stationed at Biak, in the Schouten Islands lying along the north coast of the territory. Their duty is to assist in the maintenance of peace and security by patrolling (the terrain is so inhospitable and the distances are so great that patrols can be effectively carried out only by the use of aircraft or helicopters) and watching for any indications that the cease-fire or the Dutch-Indonesian agreement on West New Guinea are not being fully observed. Their duties will cease next May 1, or soon after, when Indonesia is to take over administrative control of West New Guinea from the United Nations.

The United Nations operation in West New Guinea will be different in a number of respects from any previous task carried out by the world organization. A note on the developments which led up to the assumption of these responsibilities may be of interest.

### **Netherlands-Indonesian Dispute**

After the Second World War, Indonesian leaders demanded independence. In the settlement of 1949 between the Netherlands and Indonesia, the latter's sovereignty was recognized over all the former Netherlands East Indies except the western half of the island of New Guinea. (The eastern half consists of the Australian trust territory of Northeast New Guinea and the Australian territory of Papua.) The future of this territory soon became a matter of contention between the Netherlands and Indonesia and embittered relations between the two countries.

\*See "External Affairs", Volume XIV, No. 7 Page 198, *In the Cause of Peace*.

For 13 years attempts to negotiate a settlement or to "internationalize" the dispute by bringing in the United Nations failed. The question came before the General Assembly last year but no resolution was able to attract a two-thirds majority; the result was inconclusive. In deciding to seek the assistance of the United Nations as temporary administrator, however, the Netherlands made clear that it was prepared to terminate its own administration of West New Guinea.

Under the auspices of the Acting Secretary-General, renewed efforts were made to bring the two governments together. Negotiations, initiated and broken off in March 1962, began again in July near Washington on the basis of a plan devised by Mr. Ellsworth Bunker, a retired American diplomat, who was mediating on behalf of the Acting Secretary-General.

### **Agreement on West New Guinea**

In May and June, the Bunker proposals had been accepted by both parties in principle as a basis for negotiations, and on August 15 a formal agreement, following in broad outline the Bunker plan, was signed at the United Nations headquarters in New York by the Indonesian Foreign Minister and by Dutch negotiators headed by the Netherlands' Ambassador to the United States. The agreement stipulated that a United Nations Temporary Executive Authority, to be established under the authority of the Acting Secretary-General, would take over the administration of West New Guinea from the Netherlands, replacing specific senior officials by non-Dutch and non-Indonesian United Nations officials. This process could not begin before October 1, since the General Assembly would first have to grant the necessary authority to the Acting Secretary-General. The Governments of the Netherlands and Indonesia duly ratified the agreement and later submitted a joint resolution to the General Assembly, which will be considered early in the current session.

For the first time, the United Nations acquired complete authority, civil and military, over a large territory. West New Guinea has a population of approximately 700,000 Papuans and covers an area about two-thirds that of Manitoba. The United Nations Temporary Executive Authority will rely on Dutch and Papuan officials for most administrative purposes and, to supplement the Papuan police force, has at its disposal a United Nations Security Force composed principally of 1,000 Pakistani soldiers. The Canadian aircraft and their crews are being used to assist this Security Force and the small UN military-observer team hastily despatched to West New Guinea in late August to supervise the cease-fire between the Dutch forces in West New Guinea and the Indonesian forces that had been infiltrating the territory by sea and air since January 1962. The cease-fire was the subject of a separate agreement between the two parties, and took effect from August 18.

In accordance with the August 15 agreement, all Netherlands forces are leaving the territory as quickly as possible. Beginning on May 1, 1963, the Temporary Executive Authority will, at its discretion, begin to hand over all or

part of administrative control to Indonesia, and Indonesian forces will replace the UN Security Force. The UN military-observer team will, of course, be unnecessary, and most of the officers involved will return to their previous duties in the Republic of the Congo and along the Israeli-Egyptian border. The UNTEA will be dissolved. A few United Nations officials will, however, stay on to assist and advise Indonesia in preparations for a referendum on the final disposition of the territory by 1969. All expenses incurred by the United Nations in its civil and military operations in West New Guinea will be shared on an equal basis by Indonesia and the Netherlands.



An RCAF "Otter" aircraft, wearing its UN colours, has its amphibious pontoons serviced at the Air Force station at Trenton, Ontario, before being shipped to West New Guinea.

## **Self-Determination**

The question of self-determination had long been one of the major obstacles to settlement of the Dutch-Indonesian dispute. The agreement stipulates that the primary task of the Indonesian administration will be the extension of education and development. It provides also that efforts will be made to accelerate the participation of the Papuan people in local government through periodic elections. The choice to be offered to them before the end of 1969 will be whether to retain or to sever ties with Indonesia. The United Nations officials will report to the Secretary-General and, a year before the referendum is to take place, a special United Nations representative, with staff, will be appointed to West Irian (the Indonesian term for West New Guinea) to participate in making arrangements for the vote. The result will be reported to the Secretary-General, who, in turn, will inform the General Assembly. It is clear that the United Nations will be intimately associated with the exercise by the Papuans of their choice and that the reputation and prestige of the United Nations will be enhanced, not least amongst the Papuans, through close adherence to the letter and spirit of the Dutch-Indonesian agreement.

## **APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. G. S. Shortiffe appointed to the Department of External Affairs as Foreign Service Officer 1 effective August 27, 1962.

Mr. E. B. Wang posted from the Canadian Embassy, Oslo, to Ottawa. Left Oslo September 1, 1962.

Mr. T. P. Malone posted from the Canadian Embassy, The Hague, to Ottawa. Left The Hague September 1, 1962.

Mr. B. A. Keith posted from the Canadian Embassy, Tokyo, to Ottawa. Left Tokyo September 1, 1962.

Mr. A. R. Wright appointed to the Department of External Affairs as Foreign Service Officer 1 effective September 4, 1962.

Mr. J. M. Fraser posted from the Canadian Embassy, Belgrade, to Ottawa. Left Belgrade September 10, 1962.

Mr. G. L. Morris posted from Ottawa to the Canadian Consulate General, New York. Left Ottawa September 10, 1962.

Mr. L. J. Kavic resigned from the Department of External Affairs effective September 14, 1962.

# EXTERNAL AFFAIRS

*External Affairs* is issued monthly in English and French by the  
Department of External Affairs, Ottawa.

It provides reference material on Canada's external relations  
and reports the current work and activities of the Department.

Any material in this publication may be reproduced.

Citation of *External Affairs* as the source would be appreciated.

Subscription rates: One dollar a year  
(students, fifty cents) post free.

Remittances, payable to the Receiver General of Canada,  
should be sent to the Queen's Printer, Ottawa, Canada.

Authorized as Second Class Mail, Post Office Department,  
Ottawa.

Vol. XIV No. 11

## Contents

November 1962

Pessimistic Prophecies Unfulfilled . . . . .	302
Canada and NATO . . . . .	311
United Nations General Assembly . . . . .	319
Visit of President of Pakistan . . . . .	327
Uganda Achieves Independence . . . . .	329
The Preservation of Cambodian Neutrality . . . . .	332
Canada-Sweden Atomic Energy Agreement . . . . .	333
External Affairs in Parliament	
Speech from the Throne . . . . .	335
Canada and the Cuban Crisis . . . . .	335
Appointments, Transfers and Resignations in the Canadian Diplomatic Service . . . . .	343
Treaty Information . . . . .	344

# *Pessimistic Prophecies Unfulfilled*

STATEMENT BY MR. HOWARD GREEN, THE CANADIAN SECRETARY OF STATE FOR EXTERNAL AFFAIRS, IN THE GENERAL DEBATE AT THE SEVENTEENTH SESSION OF THE GENERAL ASSEMBLY OF THE UNITED NATIONS, SEPTEMBER 25, 1962.

M R. PRESIDENT,

It gives me great pleasure to join with others in offering you congratulations on your election to the Presidency of the General Assembly. Your outstanding qualifications and wide experience in diplomacy, international law and in United Nations affairs will, I know, prove to be of great value at this important session.

Your appointment is a well-deserved tribute to you and also to your country — Pakistan. Last week, the people of Canada were delighted to receive the President of Pakistan as a distinguished and highly respected visitor. His visit served to re-emphasize the excellent relations which Pakistan and Canada have always enjoyed.

I also wish to extend a very warm welcome to the four new members who were admitted to the United Nations last week. In Rwanda and Burundi the United Nations played an important role in bringing about the transition from trusteeship to independence. Canada had the honour of serving on one of the United Nations Commissions during the preparatory period. Aided by a common bond of language, we now look forward to developing with these two countries the same close relationship which links Canada with the other French-speaking countries of Africa.

The achievement of independence by Jamaica and by Trinidad and Tobago is an event of special significance and of interest for Canada not only because of our Commonwealth association but also because of the historic ties which have existed for centuries between Canadians and the people of the West Indies. I am confident that these good neighbours of ours—the first new members, incidentally, from the Western Hemisphere — have a valuable contribution to make to the United Nations.

Last year when I spoke in the general debate, the United Nations was facing many grave issues, some of which actually threatened its survival. The atmosphere in the Assembly, as those representatives present today who were here a year ago will remember, was one of tension and anxiety. The whole future was uncertain — the future of this organization and the future of the world. May I suggest that the events of the past 12 months have not dispelled all the difficulties; but neither have they fulfilled the pessimistic prophecies of a year ago. We are living in

a world when it pays to be optimistic. I do not believe that the pessimists will ever settle the problems that face the world and I believe that clearly, in this session of the General Assembly, we have a good deal more reason for hope than a year ago.

### **Laos**

Here I should like to point out that there have been some gains in the complex international endeavour to strengthen the peace. For example, at the beginning of 1962, the situation in Laos seemed far from settled. By July, international agreements providing for a unified, independent and neutral Laos had been signed in Geneva by the 14 nations attending that conference. Those nations included governments which did not recognize each other but which shared a common determination to face reality and find a solution. The result was a positive step toward peace and stability in Southeast Asia.

Canada was one of the signatories of the Laos agreements and, as a member of the International Commission, Canada was charged, along with India as chairman and Poland, with the task of seeing that the agreements are carried out. We intend to fulfil these responsibilities with fairness and diligence. I emphasize, however, that ultimate success in Laos will depend on the continuing support and co-operation of all the governments concerned. I think we can make Laos an example for the settlement of problems in other parts of the world.

A significant factor in the successful negotiations on Laos was the business-like procedure evolved. In particular, the device of co-chairmanship proved its worth and the United Kingdom and the Soviet Union deserve much of the credit for the result. I pay tribute to them today for their work as co-chairmen of that conference.

### **Disarmament**

There is, furthermore, another area in which there has been some progress. After a year of inactivity, steps forward were also taken in the field of disarmament. The United States and the Soviet Union reached accord on a Joint Statement of Agreed Principles and laid it before the General Assembly on September 20, 1961. This was followed by another advance — which I think should be considered a major advance — the establishment of the 18-Nation Disarmament Committee which began its deliberations in March of this year in Geneva.

This Committee has two important advantages over previous disarmament forums. First, following the precedent of the Laos conference, it has the United States and the Soviet Union as permanent co-chairmen and they meet together frequently to arrange agenda and try to resolve differences. I do not suppose that ever before have Americans and Russians spoken together on so many occasions and for such a long time as these co-chairmen have been doing in Geneva. And, of course, these great powers are the key to the whole problem of disarmament. If there is to be a settlement it must be reached primarily by these two nations. Secondly, the Committee has as members eight non-aligned nations — Brazil,

Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic. By their impartial and constructive approach to the intricate problems of disarmament, these eight nations have helped to advance the work of the conference. In the opinion of the Canadian Delegation, these eight nations have made a magnificent contribution at that conference.

For the first time since nations began to debate this all-important question of disarmament, the two major powers have put forward comprehensive treaty proposals. The Committee has been examining these proposals for the past five months. One thing shown conclusively is that the dangers caused by the vast array of modern armaments cannot be removed at one stroke or by adopting some simple formula. To reach agreement on general and complete disarmament requires the greatest effort and the most painstaking negotiation.

The fundamental problem, of course, is the distrust and suspicion which have sharply and tragically divided the world since the end of the Second World War. Negotiating governments must make greater efforts to overcome this distrust and suspicion.

The Committee in Geneva should play its part in this transformation. The Canadian delegation at Geneva has repeatedly emphasized that there are common elements in existing proposals which can be developed into significant measures of disarmament. What is required is a renewed endeavour to achieve acceptable compromises.

### **Soviet Draft Treaty**

Canada welcomes the announced intention of the Soviet Union to modify its proposals for eliminating nuclear weapons vehicles. In our view, this may help to remove the block to negotiations in Geneva which was created by the incompatible positions of the two sides on this particular question. Of course, we must reserve our final opinion on this modified Soviet position until we see the detailed amendments to the Soviet draft treaty; and, in addition, agreement on this key disarmament question will inevitably require careful examination in Geneva of all the related factors.

Early in the Geneva conference, a committee of the whole was set up to deal with measures which could be put into effect quickly and would help to relieve international tension and create mutual confidence pending agreement on general and complete disarmament.

Among the subjects this Committee has before it are: First, measures to prevent further dissemination of nuclear weapons; second, the reduction of the possibility of war by accident, miscalculation or failure of communications. In order to stop the arms race spreading to outer space, Canada has proposed in this Committee that immediate action should be taken to prevent the placing of weapons of mass destruction in orbit. We urge that, when the Disarmament Committee resumes its work, redoubled efforts be made to reach agreement on the important questions which are before this collateral measures committee.

## **Force of World Opinion**

This Assembly should bring to bear the full force of world opinion to ensure more rapid progress on disarmament. To achieve this we must, first of all here in New York, avoid propaganda exchanges on the question of disarmament. The whole issue could become a propaganda battle here in this Assembly, and this would be a tragedy. We must also assess the possibilities for compromise on important points which are still in dispute. Finally, we must recommend as forcefully as possible — I would hope recommend with one voice — that the Disarmament Committee in Geneva renew its efforts at the earliest possible moment.

The Commonwealth prime ministers meeting in London a few days ago recorded their unanimous conviction in this sense. That statement by the Commonwealth conference was very significant, because the 15 nations there represented all the continents of the world. I quote from the communiqué:

The Prime Ministers agreed that the need for disarmament had been intensified by the steady development of ever more powerful weapons. They re-affirmed the principles laid down in their statement on disarmament on March 17, 1961, and expressed their conviction that the 18-Nation Disarmament Committee at Geneva should continue its efforts towards a treaty for general and complete disarmament in accordance with these principles. They noted that discussions on the cessation of nuclear-weapons tests had also been taking place in Geneva and expressed the hope that these efforts would be successful in bringing into being an effective treaty to eradicate this source of fear and danger to mankind.

The 18-Nation Committee is responsible for detailed negotiations and only through its continued efforts in Geneva can progress toward disarmament be realized. That is why we must, as the distinguished representative of Norway stated here a few days ago, ". . . give encouragement and guidance to the negotiating nations in Geneva". I point out that all members of the United Nations have a fundamental obligation to assist in every way in ensuring that agreement on this vital subject is reached without delay. The world simply cannot afford the risk of failure.

## **Nuclear Tests**

In the disarmament talks at Geneva and in this General Assembly, it has been made very clear that the problem of nuclear-weapon tests is of the gravest concern to all members of the United Nations. My Government maintains its firm opposition to all nuclear-weapon testing, for two reasons.

First, we are convinced that continued testing poses an ever-increasing danger to human health. Of this I shall say more presently. Second, the ultimate security of mankind is weakened, not strengthened, by further testing. No matter what considerations may lead the major powers to undertake nuclear tests, their effect can only be to accelerate and to make even more perilous the race in nuclear armaments. The powers concerned must not ignore the fact that the arms race itself gives rise to fears which in turn become a factor in intensifying competition in armaments.

I believe that these fundamental points are not in dispute. But the tests have still not been stopped. The proposals submitted by the eight uncommitted coun-

tries at Geneva, and the new technical data advanced recently by the United States and the United Kingdom, have opened new opportunities for agreement.

The Canadian Government strongly supports the proposal, originally made by the Mexican delegate to the 18-Nation Disarmament Committee, that a target date, January 1, 1963 (and I wish it could have been earlier), should be set for the cessation of all tests. This date has been accepted in principle by the United States, the United Kingdom and the Soviet Union.

As a minimum first step, agreement could be reached immediately on the final cessation of nuclear tests in the atmosphere, under water and in outer space. To have a comprehensive treaty, of course, underground tests must be included. The question barring agreement on such a treaty is whether the parties shall be obligated to permit inspections on their territories when other means of determining whether there has been an underground nuclear explosion fail to give a definite answer. This is a difficult problem, involving dangers to the security of the nations concerned, but the dangers which result from the lack of solution are immeasurably greater.

If the great powers cannot reach agreement on this issue, prospects for general and complete disarmament will be dim indeed. They can and must resolve their differences in this field if they are to fulfil their obligation to mankind. The General Assembly should clearly express itself in this sense.

### Radiation

I revert now to the hazards to human health created by nuclear testing. The second comprehensive report to the United Nations Scientific Committee on the Effects of Atomic Radiation brings out the danger very clearly in the following statement (and I quote from this scientific report):

As there are no effective measures to prevent the occurrence of harmful effects of global radioactive contamination from nuclear explosions, the achievement of a final cessation of nuclear tests would benefit present and future generations of mankind.

That is the objective language of a scientific report tabled just a few months ago. The dangers involved are immediate. They affect us now and, what is even more important, they will affect future generations.

In order to assess these dangers properly, the Assembly must continue to insist on a co-operative world-wide study. Last year's resolution on the subject reaffirmed the desirability of continuing full international co-operation through the Scientific Committee. The latest report of the Committee constitutes an authoritative and up-to-date assessment of the exposure of mankind to radiation and of its harmful effects.

In the resolution of last year, the General Assembly called for a study of a world-wide synoptic reporting scheme of atmospheric radiation levels. I have been greatly encouraged by the progress made by the World Meteorological Organization in preparing such a scheme. It is our hope that its implementation on a world-wide basis will soon be initiated.

## **Problem of Want**

Now I come to another question. Disarmament deserves high priority in our deliberations because it seeks to remove the means of waging war. The Acting Secretary-General has emphasized in his Annual Report the need to eradicate the basic causes of war — poverty, famine and disease. The economic and the social work of the United Nations goes along so quietly that it does not always receive the public attention it deserves. And yet success in raising living standards in the less-developed areas and in expanding and stabilizing world trade may, in the long run, determine the question of war and peace.

The role of the United Nations in providing an effective framework for economic and social development is well established. There will, I am sure, be no disagreement over the importance of the various assistance programmes. These essential activities must be adequately supported. In the Decade of Development, we should strive to make increasingly effective use of existing institutions. For its part, the Canadian Government will continue to support these United Nations efforts and at the same time to maintain our bilateral aid programmes.

The promotion of sound trading conditions is at least as important as the provision of aid. In fact, the recent Commonwealth conference considered that question, and they had this to say: ". . . Improved opportunities and conditions for trade are even more important than financial aid". That was the unanimous opinion of all the countries represented.

Canada has sought, in the United Nations and outside, to promote international arrangements and institutions (for example, the General Agreement on Tariffs and Trade) which would encourage the expansion of trade on a multilateral and non-discriminatory basis. This will be our attitude in examining the Economic and Social Council's recommendation for a conference on trade and development in 1964.

Such a conference will provide one opportunity for a discussion on strengthening the world trading system. While some problems can be dealt with only in a world-wide forum, other aspects of trade can be examined usefully by countries whose trading systems — and hence trading problems — are most alike. For example, at the recent Commonwealth meeting Canada proposed an early conference of a group of countries to discuss their common trading problems. Such a conference would, in fact, help to prepare the way for wider, non-discriminatory tariff negotiations on a most-favoured-nation basis.

## **Commonwealth and New Nations**

I should like to say a few words now about the Commonwealth and emerging nations. In London we welcomed four countries that had joined this family of free and independent nations within the last year — Sierra Leone, Tanganyika, Jamaica and Trinidad and Tobago. This brought the number of nations participating fully in the Commonwealth conference to a total of 15. All but four — those four are the United Kingdom, Australia, New Zealand and Canada — have

become independent since the Second World War and in each case they have chosen, of their own free will, to become members of the Commonwealth. In addition, there were representatives present from other territories such as Uganda, Kenya and British Guinea, which will shortly obtain independence and will in all probability choose to join the Commonwealth and, of course, the United Nations. I believe Uganda will be gaining independence in a matter of weeks.

The Commonwealth of today is an inspiring example of friendly association of nations of diverse races, cultures, creeds and political institutions. Its members may be divided in their approach to some questions, but they are solidly united in their dedication to the cause of peace and to the promotion of better understanding.

Great credit for this outstanding achievement in international co-operation and for the successful launching of these new nations must be given to the United Kingdom. All other nations of the Commonwealth — including Canada, although it is a long time ago in our case — were at one time colonies, and in their progress to nationhood the United Kingdom has given generously and wisely of its aid and guidance.

### **Unfair Accusations**

This being the case, I find it very hard to understand the bitter and sometimes unfair attacks which, from time to time, are made against the United Kingdom on the subject of colonialism. We all know that there are difficulties to be overcome in some territories, but surely the United Kingdom's record of past accomplishment in this field justifies confidence in its intention to guide these peoples to independence.

Unhappily, from this very rostrum and in debates in many other United Nations bodies, the Soviet Union has painted quite another picture of these colonial developments. Soviet spokesmen have chosen to disregard peaceful evolution in the Commonwealth, where freedom and independence have become a living reality for 600 million people since the Second World War.

Canada's own part in developing the Commonwealth prompts us to reject the Soviet Union's criticisms and its claim to be the champion of freedom and independence for subject peoples. Sometimes I marvel at the nerve of the Soviet Union representatives in making this claim.

We urge that the United Nations should view the Soviet attack in proper perspective. In 1960, the Prime Minister of Canada reminded the General Assembly about the position of subject peoples within the Soviet empire. Many millions there cannot today exercise the right of self-determination which the Soviet Government demands for others.

The denial of human rights and fundamental freedoms casts grave doubts on the Soviet Union's whole position on colonialism. When the United Nations is examining situations in many other areas of the world, it should not ignore

the areas under Soviet rule. The Charter principles on human rights and self-determination are clearly intended to be universal in their application.

### **Peace-keeping Operations**

I have been dealing with some of the main issues before this Assembly. I turn now to a set of problems which vitally affect the future of this organization.

Of fundamental importance are the United Nations peace-keeping operations in the Middle East, in the Congo and now in West New Guinea. Canada contributes men and resources to all these operations and regards this contribution as a prime responsibility of membership.

In the Congo, the United Nations has assumed its heaviest responsibility. The Secretary-General's programme for national reconciliation there has been favourably received by the parties principally concerned and Canada is encouraged to hope that this plan will go forward smoothly. The elements of success in this difficult situation are a willingness on the part of the Congolese themselves to resolve their difficulties and a readiness on the part of all other states to support the programme.

In this connection, the Commonwealth prime ministers had this to say (and I think it is important coming from that conference): "They took note, in particular, of the proposals relating to the Congo which were recently put forward by the Acting Secretary-General of the United Nations, and they expressed the hope that these would prove to be the basis for a speedy and constructive settlement."

The task which the United Nations undertook in the Congo was one which it simply could not shirk. Members of this Assembly need hardly be reminded, however, that one consequence has been a financial crisis verging on bankruptcy. Canada has supported *ad hoc* measures for meeting immediate financial needs, but we have also consistently sought to place the financing of United Nations peace-keeping operations on a solid foundation. We have urged that the basis should be collective responsibility.

For this reason, the Canadian Government welcomed the advisory opinion of the International Court of Justice on July 20, which confirmed that the costs incurred for the United Nations Emergency Force and the Congo Force were "expenses of the organization" within the meaning of Article 17 of the Charter. This authoritative opinion should be endorsed by the General Assembly and should form the basis for financing peace-keeping operations. After all, advisory opinions of the Court ought to be fully respected in the interests of establishing international rules of order.

Basing ourselves on the principle of collective responsibility, we must find a formula for apportioning peace-keeping costs, because this organization has to be in a position to fulfil its Charter purposes.

It is equally clear that the chief executive of this organization should have whole-hearted support in the discharge of his responsibilities. Our distinguished

Acting Secretary-General has shown great courage, great patience and great wisdom during the course of his interim term of office — which, remember, began at a time when confusion reigned in United Nations affairs. During the past year he has given leadership which has restored confidence in the organization.

### **Stability in the UN**

The underlying need in United Nations affairs is for stability. In these turbulent times, governments require a steady base for international co-operation and for quiet diplomacy. Most people of the world look hopefully to the United Nations to point the way and provide the means to these ends.

A significant element in achieving stability and a capacity to act effectively is to develop orderly procedures. Our distinguished Past President has made some interesting and useful suggestions for improving Assembly procedures. I welcome the decision to inscribe an item on this subject, and I hope some solution will be worked out.

The greatly increased membership of the Assembly and the length of recent sessions give added urgency to the need for the most efficient working methods. The speed and the efficiency with which we carry out our work is an important factor in determining the degree of public support for the United Nations.

In conclusion may I express my firm conviction that the United Nations has emerged from the uncertainty which clouded the sixteenth session. Confidence and stability are being restored. The atmosphere in the present Assembly is favourable for constructive work.

We now have an opportunity to respond to the improved situation by dealing firmly with the main issues before us. We must take encouragement from the recent progress, however gradual, toward peace. We must maintain a steady United Nations course in that direction, conscious of the undercurrents of danger in our troubled world but confident that we can control them.

We live in an age in which there have been several very important developments. First, there has been the greatest spread of self-government in the history of mankind. Second, there has been the greatest interest in helping developing nations. Most of that interest is idealistic and unselfish. I admit that there is some selfishness in it, but primarily it is idealistic and unselfish. Third, there is the greatest friendliness and understanding among peoples. What a great thing it is for a foreign minister to come here and be able to talk to 30 or 40 other foreign ministers, as well as distinguished representatives of other grades. Never has there been such an understanding of problems and views of other nations. Fourth, we live in an age in which there has been the most widespread desire for peace of all time. Each of these four developments has been brought about largely by the work of the United Nations — by the work of this organization. If we keep this fact in mind and retain our optimism and our hope, this session will be the best in the history of the United Nations.

# *Canada and NATO*

CANADA was one of the original 12 (now 15) nations signatory to the North Atlantic Treaty in April 1949, and played a leading role in the formation of the Alliance, the members of which are, in the words of the Treaty, "determined to safeguard the freedom, common heritage and civilization of their peoples . . . (and) are resolved to unite their efforts for collective defence and for the preservation of peace and security". NATO continues to be an essential foundation of Canada's foreign and defence policies. Prime Minister John G. Diefenbaker has stated: "I believe that NATO is, and will remain, an association where Canada belongs. It not only meets the criterion of self-interest from the point of view of military defence; it is a group of nations, strong of purpose, sound and good in motive, respectful of free institutions, and representing collectively those heritages that are part of our civilization. It has proved to be an impregnable bulwark for freedom. Its function today is as imperative as ever."

NATO was the response of the free countries of the West to Communist expansion in Europe after the Second World War, and to the impasse that arose in the United Nations when, by the use of its veto in the Security Council, the Soviet Union obstructed Western efforts to make the organization an effective instrument for peace. Faced with the threat to their security and to the basis of their civilization, the Western powers resolved to group themselves in an alliance that would indicate clearly their determination to resist aggression, from whatever quarter it might come, and to maintain peace.

As Article 51 of the United Nations Charter gives member nations the right of individual or collective self-defence, the proposal for an association of nations for this purpose accorded with the principles of the Charter. A preliminary step towards the Alliance was taken in March 1948, when the United Kingdom, France, Belgium, the Netherlands and Luxembourg signed the Brussels Treaty for their mutual defence: the strength and resources of North America, however, were needed to balance the strength of the Soviet Union. Negotiations for the North Atlantic Treaty began in July with Italy, Iceland, Denmark, Norway and Portugal joining the Brussels Treaty powers, the United States and Canada, and, on April 4, 1949, the Treaty was signed in Washington, D.C. Greece and Turkey joined the Alliance in 1951 and the Federal Republic of Germany in 1954.

## **Terms of the Treaty**

The articles of the Treaty deal in particular with its relation to the Charter of the United Nations, the responsibility of member countries to each other in non-military and military matters (including common defence), and with the duration of the Treaty and its implementation.

In the preamble and in Article 1, the parties emphasize their continuing support for the United Nations and undertake (in accordance with the United Nations

Charter) to settle international disputes by peaceful means and to refrain from the threat or use of force in any manner inconsistent with the purposes of the United Nations. Canada is often considered to be the originator of Article 2, which states that "the parties will contribute toward the further development of peaceful and friendly international relations by strengthening their free institutions, by bringing about a better understanding of the principles upon which these institutions are founded, and by promoting conditions of stability and well-being". Under this article, member countries also agreed to eliminate conflict in their international economic policies and to encourage economic collaboration between member countries.

As regards common defence, Article 4 provides for consultation whenever "the territorial integrity, political independence or security of any of the parties is threatened", and, under Article 5, members agree that an armed attack "against one or more of them in Europe or North America shall be considered an attack against them all". Article 6 states that the armed attack described in Article 5 will include any attack on occupation forces in Europe. Hence an attack on the tripartite occupation forces in West Berlin would be regarded by the NATO allies as an attack on themselves. Canadian involvement in the Berlin problem has been more specifically acknowledged on a number of occasions. For example, Canada subscribed to the NATO Declaration of December 16, 1958, which declared that "the member states . . . could not approve the solution of the Berlin question which jeopardized the right of the three Western powers to remain in Berlin as long as their responsibilities required and did not assure freedom of communication between that city and the free world".

Article 9 of the Treaty provides for a council of representatives of member countries, responsible for consultation on matters concerning the implementation of the Treaty and able to meet promptly to carry out its responsibilities. Provision was also made for this council to be assisted by "such subsidiary bodies as may be necessary". In practice, there have generally been two meetings at ministerial level each year, one in December consisting of the ministers of foreign affairs, defence and finance from each country, and a smaller meeting (usually each spring) consisting of the ministers of foreign affairs. Between these ministerial meetings the day-to-day work of the North Atlantic Treaty Organization and its Secretariat is directed by a Council of Permanent Representatives, which is assisted by a series of committees and agencies covering a wide range of common interests.

### **Canadian Military Participation in NATO**

Canada has had a consistently good record for fulfilling its defence commitments to NATO. Canada's contribution to the defensive strength of the Alliance includes ships and maritime patrol aircraft earmarked for the Supreme Allied Commander Atlantic, an air division and an army brigade group stationed in Europe. There are, in addition, more than 300 Canadian service personnel serving in the



*Canadian troops take part in one of the numerous army manoeuvres carried out in Western Europe by the armed forces of NATO.*

various command headquarters and agencies of NATO. Canadian forces and facilities make a substantial contribution to the defence of the Canada-U.S. region of NATO through the Joint Air Defence Command for North America (NORAD), naval forces on both coasts and army groups in Canada.

Following the decision by NATO member nations to establish integrated forces in Europe, Canada undertook a special recruiting programme in 1951 and, towards the end of that year, a Canadian Infantry Brigade Group took its place in Europe alongside the forces of the other allies. The Brigade Group is serving as part of the NATO Northern Army Group and is stationed at Soest, Hemer, Werl and Isecholn in Germany.

The Canadian Aid Division is part of the 4th Allied Tactical Air Force. Four squadrons of CF-100 "Canuck" aircraft and eight squadrons of F-86 "Sabre" aircraft are stationed at Marville and Grostenquin in France and at Zweibrucken and Baden-Soellingen in Germany, with headquarters at Metz and a support base at Langar in the United Kingdom. The F-86 aircraft will soon be replaced by CF-104 aircraft.

Canadian naval forces earmarked for operational employment in the event of an emergency by the Supreme Allied Commander Atlantic (SACLANT) include one aircraft carrier, escort vessels and maritime patrol aircraft. One of SACLANT's most important tasks is to make provision for defence against hostile submarines in the NATO area; Canadian naval forces participate in SACLANT exercises several times a year.

In keeping with their regional responsibilities under NATO, Canada and the United States established NORAD in August 1957 for the defence of North America against air attack. Under the NORAD Commander, Canada and the United States (including Alaska) have been divided into eight air-defence regions with centralized control. The Distant Early Warning (DEW), Mid-Canada and Pinetree radar lines provide the warning, detection and control facilities within the continental air-defence system. Built and equipped by the United States, the DEW line stretches across the North from Alaska to Baffin Island. The sites in Canada are now under the operational control of the Royal Canadian Air Force and the vast majority of the personnel operating and maintaining the line are Canadian. The Mid-Canada line, somewhat farther south, was built and is operated by Canada. Under a 1961 agreement with the United States, Canada has assumed responsibility for the manning and operation of the major portion of the Pinetree line, which was built and operated jointly by the two countries. Canadian personnel have been integrated in the NORAD Command posts controlling both Canadian and United States airspace and man all NORAD Command posts located in Canada. Five RCAF squadrons of CF-101 aircraft will form part of the NORAD manned-interceptor forces, and two squadrons of "Bomarc B" surface-to-air missiles are being introduced.

In addition to the air-defence measures, ships and aircraft of the Royal Canadian Navy and RCAF and a brigade group of the Canadian regular Army also provide forces for the defence of North America.

### **Canadian Mutual Aid**

From the inception of Canada's Mutual Aid Programme in April 1950, Canada has provided military aid to member nations of NATO to the extent of \$1,768,700,000, including estimates for 1961-62. The main elements in the successive annual programmes have been:

- (a) Air-crew training in Canada for other NATO countries;
- (b) transfers of equipment from service stocks;
- (c) transfers of equipment from direct production;
- (d) contribution towards the NATO Common Infrastructure and Military Budgets.

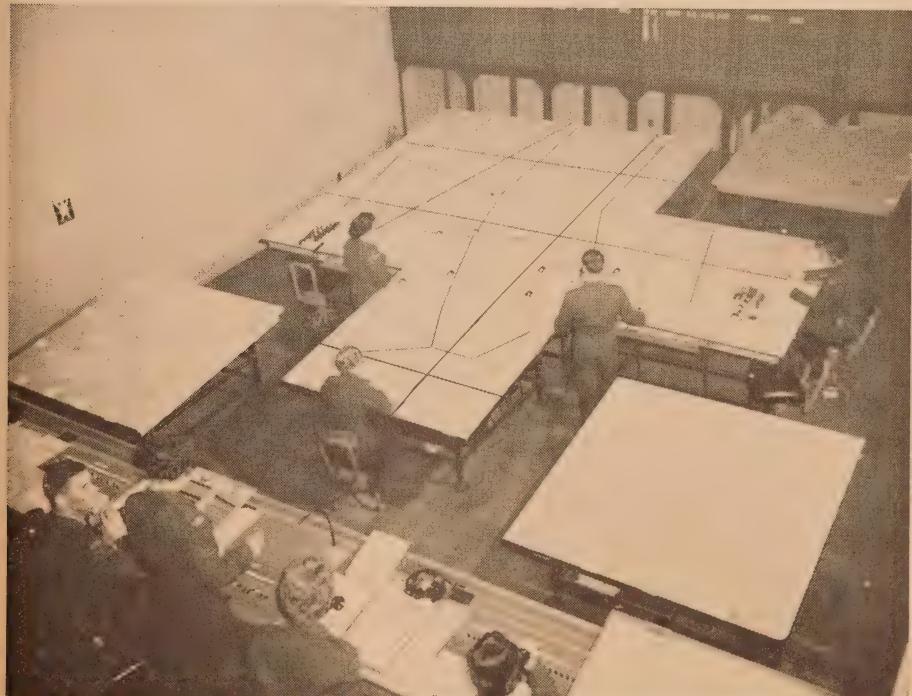
While changing conditions and requirements have gradually altered the magnitude and content of Canada's Mutual Aid Programme, it continues to constitute an important contribution in the building up of NATO military strength. The annual dollar value of the programme has declined in recent years to an estimated \$40,800,000 in the fiscal year 1961-62. This is due mainly to the gradual depletion of Canadian surplus stocks of weapons and equipment and to the successful completion in July 1958 of the NATO Air Training Plan carried out at RCAF establishments in Canada, which graduated a total of over 5,800 pilots and navigators from ten member countries. A limited number of air crew from European countries are continuing their training in Canada under special

agreements. The reduction of the Mutual Aid Programme has, of course, been paralleled by the development of European forces and their national sources of supply.

It is also relevant to note the potential mutual aid aspects of the "Swap Deal" concluded with the United States in June 1961, details of which were announced by the Prime Minister in the House of Commons at the time. Under this agreement, the United States will procure in Canada a number of F-104 aircraft, associated equipment and initial spares to a total value of \$200 million, of which the United States' share will be \$150 million and the Canadian share \$50 million. These planes will enable Canada and the United States to make a significant contribution to the collective strength of NATO under their respective mutual aid and defence assistance programmes.

#### **Non-Military Work of NATO — Political Co-operation**

As mentioned above, Article 2 of the Treaty provided the basis on which collaboration in non-military fields could be built. Steps have been taken to strengthen non-military co-operation in NATO, particularly through improved consultations between members. To this end, a Committee of Political Advisers, a Committee of Economic Advisers, and a Science Committee were established at NATO headquarters. These committees exchange views on common problems in their



*Men and women of the RCAF plot the courses of aircraft in the operating room at one of the control and warning units that form part of Canada's contribution to NORAD.*

separate fields and, where appropriate, make recommendations to the NATO Permanent Council.

With other member countries, Canada has emphasized the importance of political consultation within the Alliance. The Secretary of State for External Affairs, Mr. Howard Green, has said that "we are encouraged by the considerable progress which has been achieved." "It is now accepted practice," he added "that member states should not, without advance consultation, adopt firm policies or make major political pronouncements on matters which significantly affect the Alliance or any of its members. This is a necessary prerequisite to a sense of mutual confidence which true interdependence entails in a grouping of states of varying sizes and responsibilities. For the action of any one member can affect — even vitally — the security and welfare of all. . .".

In practice, political co-operation in NATO ranges from a general exchange of views and information to intensive consultations with a view to co-ordinating policies on matters of common concern, e.g. Berlin. A major item on which there has been political consultation during recent months is the Berlin question, and Canada has made known its views on the desirability of the West entering into negotiations with the U.S.S.R. on the Berlin problems as soon as possible. There have also been extensive discussions on developments in the Congo and Canada has made it clear that it strongly supports the efforts of the UN to achieve a long term settlement of this problem. Other important questions discussed in the NATO Council this year, include, of course, disarmament and the suspension of nuclear tests. It is important to note, however, that Canada has taken the position that political consultation in NATO on problems that also arise at the UN should not be directed towards the formulation of what might be regarded as "NATO bloc" positions in the world body. In the Canadian view, NATO consultations on these questions should be designed mainly to enable NATO countries to understand the outlooks of their allies and to work together for the preservation of peace.

### **Economic Co-operation**

It is generally agreed that, with the establishment of the Organization for Economic Co-operation and Development (OECD)\*, the new organization should be the principal body for considering the policies of member governments in the economic field, and for translating into practical forms of action the principles of economic co-operation set forth in Article 2 of the North Atlantic Treaty. Consultations on economic problems continue in NATO. In particular, NATO can provide a useful forum for discussions on the economic implications of the defence efforts of member countries.

### **Scientific Co-operation**

A NATO Science Committee was founded in 1958, when it was agreed that there was a need for greater scientific development and co-operation in NATO coun-

\*See "External Affairs" Vol. XIII, No. 12, December 1961, Page 426



*The foreign, defence and finance ministers of NATO member countries discuss major problems of the Alliance during one of their annual meetings with the North Atlantic Council.*

tries. The non-military aspects of the work of the Science Committee are still predominant; it has been essentially engaged in encouraging scientific research and co-operation of a general nature.

Particular projects established through the Science Committee include the Science Fellowship Programme, which has enabled students to pursue their studies in other NATO countries, the Advanced Study Institutes Programme, which has granted funds to scientific conferences, and the Research Grants Programme, which finances a number of desirable research projects. The NATO Council has also recently sponsored two important investigations of Western science. In 1960 a group of leading scientists of NATO countries was appointed to investigate ways of increasing the effectiveness of Western science, and their report was published later the same year. Following from this study, a further group was appointed under Dr. J. R. Killian to make recommendations on the possibility of establishing an International Institute of Science and Technology. This report has now been submitted and its recommendations are being examined by member countries. Canada has supported the work of the Science Committee and contributes to the costs involved.

In addition, Canada makes contributions through the Defence Research Board to the defence science activities of NATO. Formal arrangements have been made on a bilateral basis to facilitate the exchange of information with other members of NATO in areas of defence science which are of common interest and activity. Furthermore, the Defence Research Board makes available annually to scientists

of NATO countries a number of defence science fellowships, tenable in the establishments of the DRB. Canada also participates in the staffing of the SHAPE Air Defence Technical Centre in the Netherlands and the Anti-submarine Warfare Centre at La Spezia in Italy.

### **Canada and NATO**

Canada has, therefore, carried out its commitments to NATO in both the military and non-military fields. At the same time, along with other member countries, it has emphasized that NATO must remain outward-looking, and in particular, as the North Atlantic Treaty itself says, that NATO must carry on its work in a manner consistent with the purposes and principles of the Charter of the United Nations.

# *United Nations General Assembly*

## **SEVENTEENTH SESSION — THE FIRST MONTH**

THE SEVENTEENTH regular session of the General Assembly of the United Nations opened on September 18, 1962. One of the first acts of the General Assembly was to appoint a Committee to examine and report on the credentials of representatives. Canada was chosen to serve with El Salvador, Greece, Guinea, Indonesia, Mexico, Nigeria, the U.S.S.R. and the United States on the Committee for 1962-63. The Assembly then elected Sir Muhammad Zafrulla Khan of Pakistan as its President for the current session. He received 72 votes on the first ballot to 27 for Professor G. P. Malalasekera of Ceylon. The newly-elected President, who is also the Permanent Representative of his country to the United Nations, has a long and varied experience in diplomacy and international law, and in United Nations affairs.

### **Membership**

On the recommendation of the Security Council, the Assembly then admitted four new states by acclamation to membership in the United Nations: the Republic of Rwanda, the Kingdom of Burundi, Jamaica and the state of Trinidad and Tobago. Canada, with other members of the Commonwealth, co-sponsored the resolutions calling for the Assembly's approval of the applications of Jamaica and of Trinidad and Tobago.

The membership of the United Nations was increased to 109 with Algeria's entry into the United Nations on October 8. As in the case of the other states admitted at this session, the approval by the General Assembly was by acclamation.

### **Organization of Work**

On the second day of its deliberations, the General Assembly elected its 13 Vice-Presidents, after the seven main Committees had met consecutively to choose their chairmen for the current session. This completed the constitution of the General Committee.

The Vice-Presidents are from Australia, Belgium, Britain, China, Colombia, France, Guinea, Haiti, Jordan, Madagascar, Roumania, the U.S.S.R. and the United States.

The following were elected as chairmen of the main Committees: First (Political and Security) Committee — Mr. Omar A. H. Adeel of Sudan; Special Political Committee — Dr. Leopoldo Benites of Ecuador; Second (Economic and Financial) Committee — Mr. Bohdan Lewandowski of Poland; Third (Social, Humanitarian and Cultural) Committee — Mr. Nemi Chandra Kasliwal of India;

Fourth (Trusteeship) Committee — Colonel Guillermo Flores Avendano of Guatemala; Fifth (Administrative and Budgetary) Committee — Dr. Jan Paul Bannier of the Netherlands; Sixth (Legal) Committee — Professor Constantine Th. Eustathiades of Greece.

The General Committee, under the chairmanship of Assembly President Sir Zafrulla Khan, recommended the inclusion of 93 items proposed for the seventeenth session's agenda, and these were approved by the Assembly. One item, relating to international trade and commodities, was divided in two, to allow for the separate consideration of international measures to assist in offsetting fluctuations in commodity prices and the question of holding an international conference on trade problems.

Three more items were subsequently inscribed by the Assembly. Two were sponsored by the Soviet Union, the first calling for the condemnation of propaganda favouring preventive nuclear war and the second for the setting up of an economic programme for disarmament. The third item, submitted by the Acting Secretary-General, is entitled "Confirmation of the Appointment of the Managing Director of the Special Fund".

### **General Debate**

In the general debate, which by tradition precedes the Assembly's more detailed consideration of the items on its agenda, 91 delegates were heard from. In addition, addresses were made by the Presidents of Pakistan, Guinea and Cuba and by the Prime Minister of Algeria. Occupying the month from September 19 to October 18, the debate covered such subjects as disarmament, nuclear testing, and the hazards of radiation. There were numerous references to the trouble spots of the world, in particular to Berlin and Cuba. Chinese representation was another topic for discussion. The problem of trade in a rapidly changing world and the question of aid to less-developed countries were prominent features of the debate. Colonialism in general, and the troubled situation in dependent Africa in particular, continued to attract the attention of the African-Asian members. Mention was also made of the Congo, of the mandate undertaken by the United Nations in that area, and of the need for the organization to place its finances for peace-keeping operations on a solid foundation. In their plea for stability in the affairs of the United Nations, member states were bound to make reference to the office of the Secretary-General, which becomes vacant when the interim term of office of U Thant comes to an end on April 10, 1963.

### **West New Guinea**

The General Assembly interrupted its general debate on September 21 to authorize the United Nations to carry out the tasks entrusted to it in the agreement between Indonesia and the Netherlands concerning West New Guinea. The agreement signed at United Nations headquarters set a precedent. For the first time in its history the United Nations, by taking over the administration of

West New Guinea from the Netherlands, possesses temporary executive authority — established by and under the jurisdiction of the Secretary-General — over the territory. After May 1, 1963, the administration of West New Guinea is to be transferred to Indonesia. The agreement also provides for the exercise of the right of self-determination by the people of the territory before the end of 1969. The vote on the implementing resolution, submitted jointly by Indonesia and the Netherlands, was 89 in favour (including Canada) to none against, with 14 abstentions.

### **Statement by Mr. Green**

In his statement to the General Assembly on September 25, the Chairman of the Canadian Delegation, the Secretary of State for External Affairs, observed that, while the events of the previous 12 months had not dispelled all the difficulties facing the General Assembly, neither had they fulfilled the pessimistic prophecies of a year earlier. The agreement on Laos had resulted in a positive step towards peace and stability in Southeast Asia. Some advance had been made in the field of disarmament; more progress could be achieved by agreeing on a target date for the cessation of all nuclear-weapons testing. Other points touched upon by Mr. Green in his speech were the hazards to human health created by nuclear testing, the need to eradicate the basic causes of war, poverty, famine and disease, the question of colonialism, and some of the problems that vitally effect the future of the United Nations, its peace-keeping operations and the need for stability in the organization.\*

### **First Committee**

The First Committee began its substantive work on October 10 with a general debate on the suspension of nuclear tests. Speaking on the subject on October 11, the Canadian representative on the Committee, Lieutenant-General E. L. M. Burns, summarized the position of the Canadian Government on the cessation of nuclear-weapons tests in the following terms:

First, we wish to see a halt — by January 1, 1963, or earlier — to all nuclear weapons tests; second, as a means of achieving this end, we support the proposal for an immediate test ban in the atmosphere, outer space and under water; third, we desire an effective international agreement which will provide assurances that no further tests are carried out and that all states live up to their obligations under the treaty.

We are convinced that these objectives demand urgent attention, and we sincerely hope that this committee will act quickly and forcefully to assist in their realization. I can assure you, Mr. Chairman, that the Canadian Delegation will give its full support and active co-operation in this endeavour.

There are six items scheduled for consideration by the First Committee during the current session. Four of these are closely related: the urgent need for suspension of nuclear and thermonuclear tests; the question of general and complete disarmament; the condemnation of propaganda favouring a preventive nuclear war; and the question of convening a conference for the purpose of

\* The full text of Mr. Green's statement will be found on Page 302 of this issue.

signing a convention on the prohibition of the use of nuclear and thermonuclear weapons. The other two items are concerned with the peaceful uses of outer space and the situation in Korea. At its second meeting, the First Committee agreed without objection to consider the first four items in the order given above and postponed until later the question of priority for the remaining two items.

### **Special Political Committee**

At the suggestion of its Chairman, the Special Political Committee decided, at its first regular meeting, held on October 3, to consider first the policies of *apartheid* of the Government of the Republic of South Africa, second the report of the United Nations Scientific Committee on the Effects of Atomic Radiation and third the question of boundaries between Venezuela and the territory of British Guiana. The order of discussion of the remaining items, namely those dealing with the Palestine refugees, the question of Oman and the question of Hungary, is to be decided later.

The Special Political Committee's debate on *apartheid* began on October 9. At the time of publication no resolution had been submitted on this subject and the debate was continuing along familiar lines without the attendance of South Africa.

### **Second Committee**

The items before the Second Committee cover such subjects as the economic development of under-developed countries, the United Nations programmes of technical assistance, the United Nations Development Decade, and questions of international trade and commodities. Two other items are concerned with the effects of disarmament, one dealing with the economic and social consequences of disarmament and the other with the question of an economic programme for disarmament. Following a Soviet proposal to give high priority to the joint discussion of these last-mentioned items, the Committee agreed, after some discussion, to accept a Yugoslav compromise setting November 15 as the date on which to begin their consideration of it, even if discussion on other subjects was not completed.

The Committee then began its general debate on various aspects of economic development and other general economic problems. Included for discussion under this heading are: the relevant sections of the report of the Economic and Social Council and those items dealing with the United Nations Development Decade; the economic development of under-developed countries; the accelerated flow of capital and technical assistance to developing countries; establishment of a United Nations Capital Development Fund; industrial development and activities of the United Nations in this field; long-term projections of world economic trends; land reform; decentralization of the United Nations economic and social activities and strengthening of the regional economic commissions; the holding of an international conference on trade problems; international measures to

assist in offsetting fluctuations in commodity prices; permanent sovereignty over natural resources, and the Cairo Declaration of Developing Countries.

### **Third Committee**

One of the first decisions of the Third Committee was to adopt unanimously a resolution, sponsored by 19 delegations, asking the Secretary-General, the heads of the Specialized Agencies, the Executive Director of the World Food Programme and the Executive Chairman of the Technical Assistance Board, among others, to help meet, with the means at their disposal, the urgent needs of Iran resulting from the recent severe earthquake. The resolution, which was in turn adopted by the General Assembly on October 5, also recommends concerted international action to advance the study of the origin and pattern of earthquakes and to improve the protective measures that can be taken against them, as well as measures to repair the damage they cause.

Earlier (September 28), the Third Committee had agreed to allocate the following number of meetings to each of its first six agenda items: measures to be adopted in connection with the earthquake in Iran, four meetings (although the matter was disposed of in two); the draft convention and draft recommendation on consent to marriage, minimum age of marriage and registration of marriages, four meetings; the report of the Economic and Social Council (Chapters VIII and IX), ten meetings; draft international covenants on human rights, 25 meetings; implementation of the Supplementary Convention of 1956 on the Abolition of Slavery, three meetings. The report of the United Nations High Commissioner for Refugees and the question of the continuation of his Office will follow as the seventh item on the Committee's agenda.

In accordance with this time-table, the Third Committee has now completed its consideration of the draft Convention on Consent to Marriage, Minimum Age of Marriage, and Registration of Marriage. The text, which now goes to plenary for adoption, does not include a reservation clause or a territorial application clause. The Committee then began a general review of the report of the Economic and Social Council.

### **Fourth Committee**

The Fourth Committee began on October 4 the consideration of the question of Southern Rhodesia, the first of 12 items on its agenda. So far, the Committee has heard a number of petitioners on conditions in the territory. On October 8, it adopted, by a vote of 68 in favour, two against and 12 abstentions (including Canada), a revised resolution, sponsored by 37 member states, calling for the immediate release of Joshua Nkomo, President of Southern Rhodesia's Zimbabwe African Peoples' Union (ZAPU), and all other nationalist leaders detained in the territory. The resolution, which also called for the immediate lifting of the ban on ZAPU, was adopted by the Assembly on October 12 by a vote of 83 in favour and 2 against (South Africa and Portugal), with 11 abstentions (Canada) and 12 absent.

When the question of Southern Rhodesia has been disposed of, the Committee will take up the question of South West Africa. Consideration of the item on non-compliance by Portugal with Chapter XI of the Charter and of the relevant Assembly resolutions relating to the Portuguese territories will follow. After these will come: the items on racial discrimination in non-self-governing territories; the report of the Trusteeship Council; offers of scholarships for inhabitants of trust territories; dissemination of information on the United Nations in trust territories; information from non-self-governing territories; the offer of study facilities for inhabitants of these territories; dissemination of information on the United Nations in non-self-governing territories; the training of indigenous cadres in the territories, and elections to fill vacancies on the Committee on Information from Non-Self-Governing Territories.

#### **Fifth Committee**

Early in its meetings, the Fifth Committee approved the financial reports and accounts of the United Nations for 1961 and the accompanying reports of the Board of Auditors, and supplementary estimates for the organization for 1962 in the order of \$2.6 million (U.S.).

On the proposal of its chairman, the Fifth Committee also agreed unanimously to remind all main committees of the Assembly of the need to adhere strictly to Rule 154 of the Rules of Procedure of the General Assembly, which stipulates that resolutions having financial implications may only be voted on by the Assembly after the Fifth Committee has had an opportunity of stating the effect of the proposal upon the budget estimates of the United Nations.

The Committee now has under consideration the 1963 budget estimates of the organization, which at present amount to \$86.6 million (U.S.).

Opening the general debate on the budget estimates, the Representative of Canada in the Fifth Committee, Brigadier J. H. Price, said that the United Nations was entering a period in which it was vitally important that its stability be ensured. His Delegation, he explained, thought of stabilization as a period and a process of evaluation, reappraisal and planning to bring about a financially sound organization, which would then be in a better position to maintain its "dynamic nature" and meet possible future demands.

Canada saw stabilization, Brigadier Price went on, as a direct consequence of the financial difficulties of the United Nations and of the stresses of recent growth during the next few years. The rate of increase in the United Nations membership would not be as great as it had been. The demands of the organization were therefore unlikely to increase substantially.

The speaker urged that advantage be taken of this period of stabilization to analyse the United Nations. Such an analysis should examine three aspects of the organization's record. First, its past performance should be carefully evaluated, in order to consolidate gains and to profit from experience; second, its present activities should be re-appraised to "maximize" the benefits desired from

available resources; and third, serious thought should be given to the amount and direction of future growth.

Brigadier Price stated that, as a result of this analysis, the United Nations would be better prepared to carry out programmes of social and economic development and to maintain international peace and security.

Turning to the specific tasks facing the United Nations during this session, Brigadier Price stated that the financial position of the organization was "a factor which stands out above all others". He then suggested that, in view of the "financial crisis", there should be a postponement, for at least another year, of the proposed change-over from a policy of "stabilization" of staff to one of "controlled expansion".

Brigadier Price touched briefly on three other matters that he said the Committee would be considering later in this session. The first was the question of the geographic distribution of posts in the United Nations Secretariat. On this, he said in part, "better geographical distribution must not compromise the integrity, morale and efficiency of the Secretariat". With respect to the second question (the scale of assessments), Brigadier Price observed that Canada supported the recommendations of the Committee on Contributions. On the third (scheduling and financing of conferences and meetings), he suggested that the opportunity should be taken during the period of stabilization to reappraise and scrutinize past practices in an effort to develop sound procedures in this regard.

### **Sixth Committee**

There are four items on the agenda of the Sixth Committee: the report of the International Law Commission on the work of its fourteenth session; the question of the publication of a United Nations Juridical Yearbook; consideration of principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations, and consular relations.

The Committee began its work on October 1 with a discussion of the report of the International Law Commission, the main topics of which are state responsibility, the succession of states and governments and special missions. The report also includes a provisional set of 29 draft articles, with commentaries, dealing with the negotiations and drafting of treaties, their entry into force and registration. The articles are intended to form part of a future code on the law of treaties. Speaking in the debate on October 12, the Chairman of the International Law Commission, Dr. Radhabinod Pal of India, stressed the need for international law "to take due account of the momentous political, economic and social developments now taking place in the international community."

### **UN Pledging Conference**

It is customary for the United Nations Pledging Conference for the Expanded Programme of Technical Assistance and the Special Fund to convene during the

regular sessions of the General Assembly. All member states of the United Nations and/or of the Specialized Agencies are invited to attend the meeting. At this year's Conference, which was held on October 11 under the Presidency of Mr. Taieb Slim, Permanent Representative of Tunisia to the United Nations, representatives of 87 governments pledged a total of \$126,072,000 to the EPTA and the Special Fund. (The sum of \$150 million (U.S.) was set by the sixteenth regular session of the General Assembly as the 1962 target for these extra-budgetary funds.)

The Representative of Canada in the Second Committee, Senator F. M. Blois, was elected first Vice-President of the Pledging Conference. He announced that, subject to Parliamentary approval, the Government of Canada would contribute the equivalent of \$2.35 million (U.S.) to the Special Fund and \$2.15 million (U.S.) for the Expanded Programme of Technical Assistance.

### **The Canadian Delegation**

The Canadian Delegation to the seventeenth regular session of the General Assembly is as follows: Mr. Howard C. Green, Secretary of State for External Affairs, Chairman of the Delegation; Mr. Paul Tremblay, Permanent Representative of Canada to the United Nations, Vice-Chairman of the Delegation; Mr. Heath M. Macquarrie, Parliamentary Secretary to the Secretary of State for External Affairs; Senator F. M. Blois; Brigadier J. H. Price, Montreal; Miss Helen Marsh, Dauphin, Manitoba; Lieutenant-General E. L. M. Burns, Canadian Government Adviser on Disarmament; Mr. Norman N. Genser, Q.C., Montreal; Mr. J. L. Delisle, Ambassador of Canada to Costa Rica, El Salvador, Honduras and Panama; and Mr. S. Morley Scott of the Department of External Affairs.

The Delegation also includes a number of Parliamentary observers and advisers from the Departments of External Affairs and Finance.

## *Visit of President of Pakistan*

FOLLOWING the conclusion of the conference of Commonwealth prime ministers in London, President Mohammed Ayub Khan of the Republic of Pakistan arrived with Prime Minister Diefenbaker at the Uplands station of the Royal Canadian Air Force on September 20 for a four-day state visit. On his arrival at the airport, the President, with his official party, was welcomed by Governor-General Vanier, and, after inspecting a guard of honour, proceeded to Government House.



President Mohammed Ayub Khan of Pakistan, flanked by Governor-General Vanier (left) and Prime Minister Diefenbaker (right), on his arrival at the RCAF station at Uplands Airport, Ottawa.

On the morning of September 21, President Ayub conferred with the Prime Minister; the two statesmen discussed in a friendly atmosphere the relations between their countries as well as current international problems. The President then met members of the Government. The same morning, President Ayub gave a press and television interview, in which he discussed in general terms questions relating to the Commonwealth and Pakistan's relations with India. Later he laid a wreath at the National War Memorial, after which he lunched with the Prime Minister and Mrs. Diefenbaker. In the afternoon, President Ayub visited the National Research Council, where he inspected research projects on building construction, ocean tides and breakwaters. In the evening, he was received at a state dinner given by the Governor General and Madame Vanier, followed by a state reception.

On the morning of September 22, the President visited the Parliament Buildings and the Dominion Experimental Farm. After a drive along the Gatineau Parkway, he attended a reception at the Chateau Laurier given by the High Commissioner for Pakistan and Begum S. M. Khan. In the evening, President Ayub entertained at a state banquet at the Country Club in honour of the Governor General and Madame Vanier.

The President left Ottawa on the morning of September 23 for Quebec City, where he lunched in the Officers' Mess at The Citadel. He visited the city and was given a briefing by military authorities on the battle of the Plains of Abraham. The President was entertained at a dinner given by the Lieutenant-Governor at his official residence of Bois de Coulonge.

The President of Pakistan departed from Quebec City on Monday, September 24, after a very successful and colourful state visit in Canada.

# *Uganda Achieves Independence*

AT ONE minute past midnight on October 9, 1962, Uganda became an independent nation and, as had been agreed on at the Commonwealth prime ministers meeting in September, a full member of the Commonwealth.

The occasion was marked by the raising of the new Uganda flag (six alternating stripes of black, yellow and red, with a symbolic crested crane) and by the lighting of bonfires on hilltops across the country. For the three-day national holiday, streets were decorated with bunting, triumphal arches and decorative panels, and many inhabitants wore "freedom suits" in the new national colours. The programme for the independence celebrations included an international track meet, pageants, parades, a military tattoo, garden parties and a state ball.

The Queen was represented by the Duke and Duchess of Kent, and delegations were invited from more than 60 countries and the Vatican. Canada was represented by Mr. N. F. H. Berlis, Canadian High Commissioner in Tanganyika, who has also been appointed High Commissioner to Uganda. Mr. Berlis presented Prime Minister Apollo Milton Obote with a letter of greeting from Prime Minister Diefenbaker and a gift of \$5,000 for the purchase of books.

## **Geography**

Uganda, about equal in size to Britain, lies astride the equator in the heart of Africa. It is an inland territory characterized by varied and often magnificent scenery, with mountains rising in places to nearly 17,000 feet, broad expanses of forest and woodland, and some of the largest lakes in Africa lying wholly or partly within its boundaries. Although it is entirely within the tropics, Uganda enjoys an equable climate with temperatures in most parts ranging from 60°F. to 80°F. the year round. Except for one dry zone in the north, the average yearly rainfall is about 50 inches.

## **Population**

The population (at mid-1960) was estimated at 6,682,400, of whom 6,590,000 were Africans, 76,200 Asians of Indian origin, and 11,700 Europeans. The Hindus, as they are called, are engaged largely in trading activities, and the Europeans are chiefly in the civil service and in business.

The Africans of Uganda are of mixed Bantu, Hamitic and Nilotic origin and comprise 13 main tribes, of which the Baganda, a Bantu people who make up about 17 per cent of the total, form the largest single tribe. The majority of Africans are rural dwellers, but, with the recent developments in industry and mining, increasing numbers are settling in the towns and in the cities of Kampala (60,000), Jinja (30,000), Mbale (14,000), and Entebbe (11,000).

## **Economy**

Cotton and coffee are the major cash crops, with tea, tobacco, sugar and ground-nuts occupying an important but secondary role. The marketing of both cotton and coffee is controlled by the Government to ensure both quality and reasonable prices, and a Cotton Price Assistance Fund, established in 1942, alleviates distress to the farmer during years of depressed world markets.

Food crops, stock raising and fishing provide the majority of Uganda's population with their immediate needs. In Buganda and the Western Province, plantains, sweet potatoes and cassava constitute the major food crops, with maize and millet being of primary importance in the other two provinces. The tse-tse fly and other pests have limited livestock to two-thirds of the country but are being brought under increasing control. Fish from the numerous lakes provide an important addition to the popular diet and, in addition, constitute a valuable export commodity.

A number of minerals, including copper, cobalt, pyrochlore, wolfram, tin, lead and salt, are found in Uganda. They have given rise to the Kilembe operations, which produce sufficient copper to provide Uganda's third most important export. There is a large cement plant at Tororo and various other industries, such as textiles, plywood, metal products and fish processing. Plans exist to establish a chemical and fertilizer industry in the east. The orderly establishment of new secondary industries has been encouraged through the Uganda Development Corporation, and the lack of any sources of fuel other than wood has been overcome by the Owen Falls hydro-electric system, the largest in East Africa, with present generating power of 120,000 kw. and a potential capacity of 150,000 kw. About 38 per cent of the power generated is exported to Kenya.

Uganda's telephone, postal and telegraph systems, railways and harbours are administered jointly with those of Tanganyika and Kenya under the East African Common Services Organization, established in 1948. At Entebbe there is one of the finest airports in Africa, equipped to handle modern jet aircraft. A road network some 12,800 miles long is also maintained by the Government.

## **Education**

Primary education in Uganda has made remarkable progress in the past ten years. While the Government has assumed responsibility for education, with a total annual expenditure of £5,500,000, the majority of schools are run by religious missions, who pioneered in this field, aided by Government grants. There are some 12,000 teachers and more than 500,000 pupils, half the 6-to-13 age group. The greatest shortage is in secondary-school places, of which only 5,000 are available. Efforts are being made to expand this number as rapidly as finances and facilities allow.

Since the 1920's, Makerere College at Kampala has been the outstanding East African centre of higher education. In 1949 it was created a university college, affiliated with the University of London, which sets standards and grants its

degrees. The College has already a high reputation for its work in social research, biological sciences and in medicine. Next year, it is expected that it will combine with two sister institutions, the Royal College, Nairobi, and University College, Dar-es-Salaam, to form the University of East Africa.

### **Political Developments**

The first Europeans to enter Uganda were the explorers Speke and Grant, when they discovered the source of the Nile in 1862. These were followed by other explorers, including H. M. Stanley, and by Protestant and Catholic European missionaries, whose rivalry actually led to war between Protestant and Catholic Africans in 1888-91.

After the Anglo-German Agreement of 1890, which confirmed the inclusion of Uganda within the British sphere of influence, Lord Lugard was sent to open up the country for the Imperial British East Africa Company. The Company was unable to bear the subsequent costs, however, and in 1894 the British Government established a protectorate over Buganda. In the ensuing years, the surrounding territory was taken under control and, by 1900, agreements had been concluded in the present territory of Uganda between the British Government and the various local kings and chieftains.

Political progress in Uganda has been complicated by the relation between the Kingdom of Buganda and the remainder of the country. However, since 1945, when Africans became members of the Legislative Council of the protectorate, the progress towards self-government, influenced by events in the rest of Africa, has been rapid. At a conference held in London in September and October 1961, it was agreed that Uganda should have internal self-government on March 1, 1962. Following the general election held on April 25, 1962, Mr. Apollo Milton Obote, leader of the Uganda People's Congress, was able to form a coalition government with the support of the Kabaka Yekka, the followers of the Kabaka (King) of Buganda. This coalition has successfully led Uganda into independence.

# *The Preservation of Cambodian Neutrality*

## AN EXCHANGE OF LETTERS

PRIME MINISTER Diefenbaker received a letter on August 28, 1962, from Prince Norodom Sihanouk, Chief of State of Cambodia, concerning the strained relations between Cambodia and the neighbouring states of Thailand and South Vietnam. In his letter, the Cambodian Chief of State asked if the Canadian Government, with other governments represented at the recent conference on Laos, would recognize and guarantee the neutrality and the territorial integrity of Cambodia. He proposed that a conference on Cambodia be held as soon as possible to negotiate an international agreement embodying these principles.

The Prime Minister replied to Prince Sihanouk on September 4, in the following terms:

Your Royal Highness,

I wish to thank you for your personal letter of August 20, 1962.

I am well aware of the situation along Cambodia's borders — a situation which has inevitably caused you deep concern. I fully share your hope that stability may be restored as quickly as possible.

The neutrality and territorial integrity of Cambodia are essential to the stability of Asia and the world. These are principles to which my Government fully and wholeheartedly subscribes. In consequence, I would favour any appropriate initiative that would strengthen Cambodia's status as a sovereign, independent, integral and neutral country.

In seeking ways and means of maintaining this status, I would hope that Your Royal Highness would keep in mind the machinery for conciliation available in the United Nations. I recall that the late Secretary-General's initiative in sending the Beck-Friis Mission to Cambodia and Thailand in 1959 led to the resumption of diplomatic relations. Some further step of this character might be helpful in the present circumstances.

The Canadian Government would, of course, be willing to make a public declaration undertaking to respect Cambodia's neutrality and territorial integrity.

I wish to assure you, however, that I am most anxious that some means be found of solving your border problems that would be both appropriate and agreeable to Your Royal Highness and generally acceptable to the Governments principally concerned.

Accept, Your Highness, the assurances of my highest consideration.

I am,

Yours sincerely,

John G. Diefenbaker

# *Canada-Sweden Atomic Energy Agreement*

ON SEPTEMBER 11, in Stockholm, the Ambassador of Canada, Mr. A. Kingsley Graham, and Mr. Östen Unden, the Minister for Foreign Affairs of Sweden, signed an agreement for co-operation between Canada and Sweden in the peaceful uses of atomic energy. It was the last international agreement signed by Mr. Unden before he resigned from the post of Foreign Minister.

The agreement, which is the seventh so far signed by Canada, is similar to the earlier ones and deals, among other things, with the exchange of technical information, the supply of materials and fuel, the transfer of patent rights, and access to and use of equipment and research plants.

In Sweden as well as Canada, the main interest in the development of power reactors has been directed to the so-called heavy-water type. A close co-oper-



*Canadian and Swedish representatives at the signing of the Canada-Sweden Bilateral Agreement on the Peaceful Uses of Atomic Energy. Seated (left to right): Mr. A. Kingsley Graham, Canadian Ambassador to Sweden, and Mr. Osten Unden, then Minister of Foreign Affairs of Sweden; Standing (left to right): Baron Stig Ramel, Royal Swedish Ministry for Foreign Affairs; Mr. W. T. Delworth, Canadian Embassy in Stockholm, and Mr. Hubert de Besche, Under-Secretary, Royal Swedish Ministry for Foreign Affairs.*

ation aiming at the exchange of technical information has been established between Atomic Energy of Canada Limited and its Swedish counterpart, AB Atomenergi. It is expected that the existing fruitful co-operation will be further developed within the scope of the agreement that has now been signed.



# *External Affairs in Parliament*

## **Speech from the Throne**

*The following passages from the Speech from the Throne on September 27, opening the first session of Canada's Twenty-Fifth Parliament, deal with international affairs:*

The meeting of Commonwealth prime ministers just concluded has again provided an opportunity for frank discussions at the highest level and a demonstration of the close relationship which distinguishes this unique association of free nations. Canada joined in welcoming four new self-governing members of the Commonwealth — Sierra Leone, Tanganyika, Jamaica, and Trinidad and Tobago.

The Commonwealth conference discussed Britain's negotiations with the European Economic Community and the economic and political implications for the Commonwealth and its members of possible British accession to the Community. Canada has a vital concern in these issues and the Government will spare no effort to safeguard the interests of Canada while preserving the unity and strength of the Commonwealth as a whole.

Canada has continued to play an increasingly effective role in international affairs. The division of Germany and the position of Berlin remain a source of friction despite continuing efforts to find a basis for a negotiated settlement. So long as the Communist powers continue actions that bring tension and distrust, Canada's defensive capability must be maintained both at home and on the frontiers of the North Atlantic Treaty Organization in Europe and in the Atlantic.

The threat of war can be eliminated only by reaching effective international agreement on disarmament verified by means that inspire confidence. Canada will persist in its efforts to achieve this end.

Canadians have noted with satisfaction the establishment by the United Nations and the Food and Agriculture Organization of a World Food Programme based on a proposal put forward by my ministers. You will be asked to authorize a Canadian contribution to that Programme. . . .

## **Canada and the Cuban Crisis**

*Asked on October 2 whether the withdrawal of the Canadian Commercial Counsellor in Havana meant "a change at least in some aspects of our relationships with Cuba", the Secretary of State for External Affairs, Mr. Howard Green, replied:*

There has been no change in the Government's policy toward Cuba. In recent months there has been a great falling off in the amount of goods purchased from

Canada by Cuba, presumably because of the difficulty in obtaining foreign exchange. It was felt that there is no longer any necessity to have this particular official stationed in Havana.

*To a question on October 4 as to whether the action of the United States Government in banning ships owned in the United States but sailing under "foreign flags of convenience" from trading between Cuba and the Soviet Union would be emulated by Canada, Mr. Green replied:*

No, Canada is not directly involved in this whole development. As a matter of fact, I believe the United States has in mind various other countries which are actually engaged in this trade.

*On October 9, Prime Minister Diefenbaker, asked to comment on "a special report made to the State Department in Washington by the United States Maritime Administration on . . . the part being played by eight Canadian-owned ships in trade between Communist countries and Cuba", replied:*

Canada is not directly involved in this matter. We have been informed of the recent United States shipping regulations relative to trade with Cuba, but so far as I know there are no ships of Canadian registry that would be affected. Canada, as the House knows, does not permit the export to Cuba of arms or strategic materials. That is the basis of Canadian policy on this question, and it is not affected in any way by the activities of these ships . . . which, as I stated earlier, under maritime law and general international law are subject to the laws of the country under whose flag they operate. The eight ships in question are under British registry and, I again state, are not subject to Canadian laws or regulations.

*In amplification of this statement, Mr. Diefenbaker said on October 10:*

. . . I now find that the owners of approximately 125 Canadian vessels were allowed, in 1949 and 1950, to register their ships in the United Kingdom under the transfer plan. Control of these vessels was vested in United Kingdom managers, who were required by the agreement to operate these ships in accordance with the laws of the United Kingdom.

Of that transferred fleet only 15 ships remain, and these are still under the control of the laws of the United Kingdom. I am informed that the Canadian taxation law cannot be used to override the law of the flag which controls ships operating in other countries.

*Asked on October 22 to comment on the radio and television address of President Kennedy concerning the action to be taken by the United States to counter the build-up of atomic arms in Cuba, Prime Minister Diefenbaker stated:*

. . . This is a time for calmness. It is a time for the banishment of those things that sometimes separate us. Above all, it is a time when each of us must endeavour to do his part to assure the preservation of peace not only in this Hemisphere but

everywhere in the world. The existence of these bases or launching pads is not defensive but offensive. The determination of Canadians will be that the United Nations should be charged at the earliest possible moment with this serious problem.

The President has stated that the matter will be brought before the Security Council at once and, whatever the reactions of the U.S.S.R. are to the statements made by President Kennedy, I think what people all over the world want tonight and will want is a full and complete understanding of what is taking place in Cuba. What can be done? Naturally, there has been little time to give consideration to positive action that might be taken. But I suggest that if there is a desire on the part of the U.S.S.R. to have the facts, if a group of nations, perhaps the eight nations comprising the unaligned members of the 18-Nation Disarmament Committee, be given the opportunity of making an "on-site" inspection in Cuba to ascertain what the facts are, a major step forward would be taken.

This is the only suggestion I have at this moment; but it would provide an objective answer to what is going on in Cuba. As late as a week ago, the U.S.S.R. contended that its activities in Cuba were entirely of a defensive nature, and that the hundreds, if not thousands, of citizens of the U.S.S.R., mechanics, technicians and the like, were simply in Cuba for defensive purposes. As to the presence of these offensive weapons, the only sure way that the world can secure the facts would be through an independent inspection.

. . . Our duty, as I see it, is not to fan the flames of fear but to do our part to bring about relief from the tensions, the great tensions, of the hour.

Canada has taken a strong stand throughout the years on behalf of peace. Canada knows the meaning of war. Canadians want peace, as do all free men in all parts of the world. My prayer this evening is that those who have the responsibility of statesmanship will always have in mind the need for doing everything that can be done to assure peace.

*Next day, Mr. Diefenbaker added:*

. . . With further reference to the question that was dealt with last evening, there is not a great deal I can add to the statement I made at that time. As yet there have been no confrontations at sea and no counter moves elsewhere in the world, although I would not want my words to be taken as in any way minimizing the seriousness of the situation.

All shades of political opinion in this House have welcomed the decision of the United States to take the matter to the Security Council of the United Nations. A meeting of the Security Council is scheduled for this afternoon, I believe at four o'clock, having been postponed this morning to permit the Cuban Foreign Minister to be present during the deliberations.

At that meeting, the United States will call for an end to the action which the Soviet Union has taken to convert Cuba into a base for nuclear missiles and other offensive weapons which threaten the security of the Western Hemisphere. As the Soviet Union is a Permanent Member of the Security Council, there is every

likelihood that the resolution which the United States will be introducing will be vetoed. The issue will then likely be carried to the floor of the General Assembly.

In connection with the suggestion I made last evening that a group of nations might be given the opportunity of making an "on-site" inspection in Cuba, lest there be any doubt about my meaning in that connection, I was not, of course, casting any doubts on the facts of the situation as outlined by the President of the United States in his television address. The Government had been informed of and it believes that there is ample evidence that bases and equipment for the launching of offensive weapons have been constructed in Cuba and exist in sufficient quantities to threaten the security of this Hemisphere.

The purpose I had in mind in suggesting a United Nations "on-site" inspection was to be ready to put in motion steps which could be taken in the United Nations General Assembly in the event of a Soviet veto, or if the Soviet Union denies the existence in Cuba of offensive ballistic-missile bases. The suggestion I made was not intended to compete with any proposal of the United States that might be placed before the Assembly, but rather to supplement it by providing a way in which the United Nations could begin the heavy task of exercising its primary responsibility in respect of the maintenance of international peace and security. Further moves, if any, will have to depend on the way the situation develops.

*On October 25, the Prime Minister returned to the Cuban crisis with the following statement:*

. . . I think I should refer to President Kennedy's statement on Monday night that Russian action in placing missiles and bombers in Cuba threatens this continent and Central and South America. Indeed, the Soviet Union by its action has reached out across the Atlantic to challenge the right of free men to live in peace in this Hemisphere.

I think Canadians are in general agreement that these offensive weapons, located so contiguously to our continent, are a direct and immediate menace to Canada. Furthermore, they are a serious menace to the deterrent strategic strength of the whole Western Alliance on which our security is founded. The result is that a threat is posed not only to this continent but to the NATO Alliance as a whole, and indeed to all the free world, whose security depends to such an extent upon the strategic strength of the United States.

The United States Government, as I have said on an earlier occasion, informed us of the facts of the situation and of the course of action proposed to be taken some few hours before President Kennedy made his announcement.

The Government commenced immediately to consider the measures that the Canadian Government and Canadian forces should take in order to be ready to deal with whatever eventualities would arise from this action. So that the attitude of the Government will be clearly understood — and again I am asking for the support of the House as a whole in this connection — we intend to support the United States and our other allies in this situation.

It is a serious one. It has been necessary and will always remain necessary to weigh the risks both of action and inaction in such circumstances. I need not refer to the record of Canada in two World Wars, in the NATO Alliance and in Korea as demonstrating the fact that Canadians stand by their allies and their undertakings, and we intend in the present crisis to do the same. On the other hand, we shall not fail to do everything possible to seek solutions to these problems without war. We shall seek to avoid provocative action. Our purpose will be to do everything to reduce tension.

I think I should summarize some of the principal actions which have been taken by the Government to date to deal with the question. The first, which was referred to by the Secretary of State for External Affairs, was to exercise a control over Soviet-bloc aircraft bound for Cuba. He has explained these measures to the House in some detail; I would add simply that, commencing even before the President's speech, we had acted to ensure that Canadian air-space and Canadian air-transport facilities were not being used to carry arms to the Soviet bases in Cuba.

Second, all Canadian military forces have taken necessary precautionary measures to improve their readiness to meet any serious developments. The Canadian component of the NORAD forces has been placed upon the same level of readiness as the United States forces under NORAD operational control. Furthermore, as was stated by the Minister of National Defence, we have deferred any further movement of dependants of armed services personnel overseas. We have held up the authorization of any long leave for armed services personnel. The Government today approved the measures which the forces would have to take in the event that the present crisis led to a more serious situation. Our civilian departments have been instructed as a matter of urgency to bring up to date the measures which they would need to take in any emergency. They are doing so. The ministers and key civilian officials have been asked to remain available during this period of crisis.

On other occasions I have informed the House of preparations for carrying on government should the worst occur. These preparations cover not only the public service but also provincial governments and municipalities which we have been financing and assisting with information and advice. I do not think I should go any further into detail in dealing with the measures which we have taken or would be prepared to take should circumstances require us to do so.

I wish the House and the Canadian people to know that the Government has taken such precautions as are necessary at this stage to co-operate with our allies, and to be prepared for contingencies that might arise. As I said a moment ago, the Government is seeking to find means by which the dangerous, threatening situation can be settled without recourse to arms. On the other hand, we recognize the fact that the free world as a whole cannot afford to permit its essential security to be endangered by offensive weapons mounted on bases adjacent to North America. As the Secretary of State for External Affairs said last evening during the course of his interview on the television facilities of the

nation, we shall continue to do everything we can to avert the dangers to which we are exposed.

As far as the last 24 hours are concerned, the main facts are well known to Members of the House. Some Soviet ships have altered course away from Cuba. One Soviet tanker, after having been intercepted by a United States naval ship, was allowed to proceed on its way since it had been satisfactorily established that the cargo was petroleum.

I think we may take encouragement from the restraint being exercised at the moment. However, it would be dangerously premature to assume that the critical phase of the current situation has passed. There are two pressing needs to be met, namely not only to avoid conflict but to find a peaceful solution to this new Soviet challenge.

I think Members of the House are in agreement that the greatest hope of finding such a solution lies in the United Nations. The Acting Secretary-General is to be commended for the speed with which he has acted to discharge the heavy responsibility he bears as the executive head of the UN. His proposal for a stand-still is designed to gain the time that is so urgently needed while the search goes forward for some formula which will provide an acceptable solution. His offer of his personal good offices is in the best tradition of his predecessors in that office.

Meanwhile the Security Council is to meet again at four o'clock. There the formal discussions will be resumed. Perhaps by that time the replies of President Kennedy and Chairman Khrushchov will have been received.

There is a debate going on throughout the world regarding the legality of the quarantine measures which the United States has imposed. To my mind such arguments are largely sterile and irrelevant. We have a situation to face. Legalistic arguments, whatever they may be, cannot erase the fact that the Soviet Union has posed a new and immediate threat to the security not only of the United States but of Canada as well.

Chairman Khrushchov's apologists say "What is the difference between Soviet missile bases in Cuba and United States bases on the periphery of the Soviet Union?" The United States bases abroad have been installed only in response to the threatening pressures from the Soviet Union, and have never been concealed from the public. The West, moreover, has refrained in recent years from any move to upset the world balance. There are countries in all parts of the world in which nuclear weapons could have been installed by the West. A deliberate decision was made not to do so. We in Canada have shown responsibility in this connection in order to avoid the proliferation of these dangerous weapons throughout the world. . . . To compare the Western activities with the provocative, clandestine arming of Cuba is to ignore the calculated restraint which has characterized Western policy. In this light, the call for the dismantling of these new, threatening facilities in Cuba is not unreasonable. It is the Soviet Union itself which has disturbed the balance, and it is for it and Cuba to restore that balance.

... find ourselves in this dire situation may well have some merit. It is not too much to hope that some good will come out of this dangerous situation. If these facilities were dismantled this would be the first practical step on the road to disarmament, and if some such suggestion as I made a few days ago were coupled with international inspection of the process then we might well find ourselves taking the first steps away from the dangerous abyss that we have faced for so long in the world.

*Concerning the decision of Mr. Khrushchov to remove the Soviet missiles recently installed in Cuba and Mr. Kennedy's response to this announcement, Prime Minister Diefenbaker said on October 29:*

. . . We meet today in an atmosphere considerably less tense than that which prevailed over the last few anxious days. Members of the House will have watched with attention the rapid developments over the week-end which reached their climax yesterday morning in Chairman Khrushchov's decision to order the dismantling of Soviet missile sites in Cuba and the removal of the missiles to the Soviet Union. There is no need to recapitulate in detail what transpired, except perhaps to clarify one development which was confusing at the time and introduced for a while a dangerous element of uncertainty.

Chairman Khrushchov had sent a message to President Kennedy offering to dismantle the Soviet bases in Cuba in exchange for a United States undertaking to remove the quarantine measures and to give assurance against invasion of Cuba. Within a few hours Moscow radio was broadcasting the text of a further Khrushchov message which seemed to impose a new condition to the Soviet offer by linking the question of Soviet withdrawal of missiles from Cuba with a similar withdrawal by the United States of missiles from Turkey. This attempt to raise the price in circumstances which left unclear just what the Soviet Union was or was not prepared to do in order to meet the insistent United States demand that the Cuba threat be liquidated first became for a time a complicating factor which it was feared might upset the hopeful development which had seemed about to be achieved. The uncertainty thus caused was finally removed only when Chairman Khrushchov gave orders to dismantle the missile bases in Cuba under UN supervision.

Members of the House will be glad that the threat posed by the long-range Soviet missiles in Cuba will be speedily removed. However, I think it is worth while warning again that none of us should take anything for granted in this tense situation, as there still remain a number of potential hurdles. Premier Castro's position is still a factor to be taken into account, and his preliminary reactions are not as encouraging as they might be.

There is still the complex if not difficult question of verification under UN supervision to be worked out; and there is little time in which to work out and accomplish what must be done in this connection. U Thant, the Acting Secretary-General, is to go tomorrow to Havana to pave the way for UN surveillance of

the dismantling of the sites and the withdrawal of the missiles. The Minister of State for External Affairs went to New York yesterday and made known to the Acting Secretary-General Canada's readiness to contribute to whatever inspection and verification arrangement the United Nations may undertake.

I think it is well to reiterate the word of caution that I used yesterday when dealing with this matter. While there will be universal relief that the outlook for a peaceful solution has greatly improved, there is a continuing need for negotiation on this and other potential sources of threats to world peace. The introduction of long-range missiles capable of delivering nuclear warheads to nearly the whole of the Western Hemisphere has brought the world too close to disaster for anyone to indulge in complacency at this time. The fact that conflict has been averted can be attributed in very considerable degree to the unity, co-operation and understanding among the Western allies in the face of a dangerous threat.

We should all recognize the constructive role that the United Nations has played in this crisis. Once again the world organization has provided a forum where the parties could meet together and where the Secretary-General could have the opportunity of using his offices.

With regard to the future, the first task is to restore the *status quo ante* by the complete liquidation of the situation in Cuba which had so dangerously upset the precarious balance of world power. But it will not be enough simply to return to the unsatisfactory stalemate in East-West relations. Even at the peak of the crisis, President Kennedy and Chairman Khrushchov, and Prime Minister Macmillan too, felt the need to speak of the future and the pressing urgency of negotiating other outstanding differences. These acknowledgements of future needs open up new possibilities for progress on a broader front. We must ensure that the momentum toward peace generated by this close brush with war is not lost in the days ahead.

Issues have been raised in the correspondence between the President and the Chairman which properly belong in the disarmament field. The Government feels that the machinery exists at Geneva to pursue these topics, and that the 18-Nation Disarmament Conference should be reconvened with the least possible delay, their responsibility being to address themselves to these problems which, though not new in themselves, may have been given new possibility of solution over the week-end.

Out of all this has come a step forward that few could have expected a week ago, and that is in the acceptance by the U.S.S.R. of the principle of inspection and verification. If the present settlement is fully accepted this will be the first time that agreed measures of disarmament are to be carried out under international inspection. This gives hope in the general field of disarmament, where up to the present time the Soviets have demanded that all international agreements for disarmament should be free from inspection, a course of action which would be dangerous in the utmost to the free world.

## **APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE**

Mr. P. A. Bridle, Canadian Ambassador to Turkey, appointed Canadian Commissioner to the International Supervisory Commission for Laos. Left Ankara June 2, 1962.

Mr. L. H. J. Legault appointed to the Department of External Affairs as Foreign Service Officer 1 effective October 1, 1962.

Mr. F. E. K. Chandler posted from the Canadian Embassy, Tel Aviv, to the Office of the High Commissioner for Canada, New Delhi. Left Tel Aviv October 2, 1962.

Mr. E. T. Wiens posted from Ottawa to the Canadian Embassy, Rome. Left Ottawa October 2, 1962.

Mr. F. M. Tovell appointed Canadian Ambassador to Peru. Left Ottawa October 5, 1962.

Mr. C. E. Campbell posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa. Left New Delhi October 9, 1962.

Mr. G. Choquette posted from Ottawa to the Canadian Embassy, Lima. Left Ottawa October 12, 1962.

Miss E. Laidman posted from Ottawa to the Canadian Embassy, Tel Aviv. Left Ottawa October 14, 1962.

Mr. R. W. A. Dunn resigned from the Department of External Affairs effective October 19, 1962.

Mr. B. M. Williams appointed Canadian Ambassador to Turkey. Left Ottawa October 24, 1962.

Mr. T. C. Bacon posted from Ottawa to the Office of the High Commissioner for Canada, Accra. Left Ottawa October 27, 1962.

Mr. A. D. Small posted from Ottawa to the Office of the High Commissioner for Canada, Lagos. Left Ottawa October 29, 1962.

Mr. G. E. Cox appointed Canadian Commissioner to the International Supervisory Commission for Vietnam. Left Ottawa October 31, 1962.

## TREATY INFORMATION

### Current Action

#### **Bilateral**

##### **Chile**

Exchange of Notes between Canada and Chile, permitting amateur radio stations of Canada and Chile to exchange messages or other communications from or to third parties.

Signed at Santiago, October 4, 1962.

Entered into force October 4, 1962.

##### **Greece**

Exchange of Notes between Canada and Greece concerning the exchange of defence science information (together with a Memorandum of Understanding).

Signed at Athens, July 17 and 18, 1962.

Entered into force August 18, 1962.

##### **Iceland**

Exchange of Notes between Canada and Iceland concerning non-immigrant visa requirements.

Signed at Reykjavik, October 17, 1962.

To enter into force November 1, 1962.

##### **Indonesia**

Agreement between United Kingdom, Canada, Australia, New Zealand, India, Pakistan and Indonesia with respect to the war cemeteries, graves and memorials of the Commonwealth within Indonesian territory.

Signed at Djakarta, September 10, 1962.

##### **Mexico**

Exchange of Notes between Canada and Mexico permitting amateur radio stations of Canada and Mexico to exchange messages or other communications from or to third parties.

Signed at Mexico City, July 30, 1962.

Entered into force August 29, 1962 (30 days after date of signature.)

##### **San Marino**

Exchange of Notes between Canada and San Marino concerning non-immigrant visa requirements.

San Marino and Ottawa September 1 and October 16, 1962.

To enter into force November 15, 1962.

##### **Sweden**

Agreement between the Government of Canada and the Government of Sweden for co-operation in the peaceful uses of atomic energy.

Signed at Stockholm, September 11, 1962.

#### **Multilateral**

Agreement between Canada and the European Economic Community with respect to ordinary wheat.

Signed at Geneva, March 29, 1962.

Entered into force for Canada March 29, 1962.

Agreement between Canada and the European Economic Community with respect to quality wheat.

Signed at Geneva, March 29, 1962.

Entered into force for Canada March 29, 1962.

International Wheat Agreement, 1962.

Signed by Canada May 11, 1962.

Canada's Instrument of Acceptance deposited May 16, 1962.

Entered into force for Canada August 1, 1962.

Protocol to the General Agreement on Tariffs and Trade embodying results of the 1960-61 Tariff.

Done at Geneva, July 16, 1962.

Signed by Canada July 16, 1962.

Entered into force for Canada August 16, 1962.

# EXTERNAL AFFAIRS

*External Affairs is issued monthly in English and French by the Department of External Affairs, Ottawa.*

*It provides reference material on Canada's external relations and reports the current work and activities of the Department.*

*Any material in this publication may be reproduced. Citation of External Affairs as the source would be appreciated.*

*Subscription rates: One dollar a year*

*(students, fifty cents) post free.*

*Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.*

*Authorized as Second Class Mail, Post Office Department, Ottawa.*

Vol. XIV No. 12

## Contents

December 1962

United Nations General Assembly ] . . . . .	346
Disarmament for Survival ] . . . . .	356
Canada's Contribution to the United Nations . . . . .	361
The Algerian Republic . . . . .	375
Canada on the Film Screens of the World . . . . .	379
External Affairs in Parliament	
Nuclear Tests and the Radiation Hazard . . . . .	382
The India-China Border Conflict . . . . .	385
GATT Ministerial Meeting . . . . .	388
South Africa and the United Nations . . . . .	389
Intergovernmental Committee for European Migration . . . . .	390
Canada and the Cuban Quarantine . . . . .	391
Appointments, Transfers and Resignations in the Canadian Diplomatic Service . . . . .	392
Treaty Information . . . . .	393
Index to Volume XIV . . . . .	394

# *United Nations General Assembly*

## SEVENTEENTH SESSION — THE SECOND MONTH\*

THE General Assembly completed the second month of its seventeenth session on November 16. During this period the Assembly considered, and disposed of, in plenary eight of the agenda items not otherwise allotted to its Committees.

### **Elections to the Councils**

At each regular session, the General Assembly holds elections to fill three of the non-permanent seats in the Security Council and six of the seats in the Economic and Social Council, and to assure parity between administering and non-administering members on the Trusteeship Council. Voting for this purpose took place in plenary on October 17.

Only two secret ballots were required to dispose of the seats to be vacated in the Security Council at the end of the year. Brazil and Norway were declared elected on the first ballot, Morocco on the second. These three countries will serve the regular two-year term starting January 1, 1963. In accordance with a split-term agreement reached at the sixteenth session, the Assembly also elected the Philippines for a one-year term (1963) to the Security Council seat now occupied by Roumania.

The Assembly then elected Argentina, Austria, Britain, Czechoslovakia, Japan and the U.S.S.R. for the customary three-year term of office on the Economic and Social Council.

Only one vacancy had to be filled by the Assembly this year to ensure a balance between administering and non-administering members on the Trusteeship Council. Liberia, the only known candidate for this office, was declared elected on the first ballot.

### **Admission of New Members**

On October 25, the Assembly admitted Uganda by acclamation as the 110th member state of the United Nations. Nineteen countries, including Canada, sponsored the resolution calling for Uganda's admission. The Assembly's decision brings to 16 the number of Commonwealth countries now holding membership in the organization.

### **Chinese Representation**

By a roll-call vote of 42 in favour to 56 against (including Canada), with 12 abstentions, the Assembly rejected on October 30 a Soviet proposal that would

\*The first month of the session was reported on in the November issue of the *Bulletin*, P 319.

have had it "remove the Chiang Kai-Shek representatives from all United Nations organs" and invite representatives of the Government of the People's Republic of China to "occupy China's place in the United Nations and all its organs."

The debate, which took up six of the Assembly's plenary meetings, afforded a number of delegations the opportunity to make their views heard on the current Sino-Indian dispute. Speaking under the right of reply on October 29, the Representative of India, B. N. Chakravarti, said that "if the Chinese really wanted peaceful settlement, they should accept our reasonable proposal, that is, they should restore the *status quo ante* September 8. We would then be prepared to talk with them." Valerian Zorin, the Soviet Representative, urged a peaceful settlement of this frontier dispute by means of negotiations, and said that the communique issued on October 24 by the People's Republic of China contained constructive proposals that could serve as the basis for a settlement.

The Assembly had earlier (October 23) adopted without objection a draft resolution recommended by the Economic and Social Council that noted with satisfaction the initiative taken by member states in establishing and supporting the Dag Hammarskjold Foundation "as a living memorial devoted primarily to furthering his efforts to promote the objectives of the United Nations in the training of citizens of developing countries to hold responsible posts." On the same day, the Assembly had agreed, also without objection, to postpone for the time being the holding of a conference the purpose of which would be to review the Charter of the United Nations in the light of the developments that had taken place in the organization since 1945. The Committee charged with making arrangements for the conference had nevertheless been kept in existence and invited to report to the Assembly's eighteenth session on the outlook for such a meeting.

The Assembly on October 26 also took note of the report of the five-member Commission that investigated the death of the late Secretary-General and members of his party in a plane crash near Ndola, Northern Rhodesia, in September 1961. The report, which was introduced by the Commission's chairman, Foreign Minister Shaha of Nepal, stated that it had not been possible to determine the cause of the accident.

Finally, on October 30, the President of the General Assembly, Sir Zafrulla Khan, appointed the Assembly's 13 vice-presidents, as well as the past Presidents of the Assembly attending the current session (Dr. Victor Andres Belande of Peru, Mr. Frederick H. Boland of Ireland, and Mr. Mongi Slim of Tunisia), to act as members of an *ad hoc* committee to study the various suggestions put forward by delegations under the item "The Improvement of the Methods of Work of the General Assembly."

Acting on an earlier recommendation of the Third Committee, the General Assembly approved on November 7, by 92 votes in favour (including Canada), none against, with 7 abstentions, an international convention designed to protect human rights in marital matters. The convention will be opened for ratification

by member states on Human Rights Day, December 10, 1962. Under the Convention's terms, no marriage may be legally entered into without the full and free consent of both parties. The convention also calls on ratifying nations to establish a minimum age for marriage and a system of registering all marriages officially.

### **First Committee**

The First Committee wound up its three-week debate on the urgent need for the suspension of nuclear and thermonuclear tests by adopting on November 5 two resolutions, one sponsored jointly by Britain and the United States and the other by 37 countries, mostly from Asia and Africa. The British-American resolution was adopted by 50 votes (including Canada) to 12, with 42 abstentions. By its terms, the resolution urges the 18-Nation Committee on Disarmament to seek the conclusion of a treaty with effective and prompt international verification, which prohibits nuclear-weapons tests in all environments for all time, requests the negotiating powers to agree on an early date on which a treaty prohibiting nuclear-weapons tests shall enter into force, notes the discussions and documents regarding nuclear testing contained in the two reports of the 18-Nation Committee meeting in Geneva, and requests the Acting Secretary-General to bring to the attention of the 18-Nation Committee the records of the seventeenth session of the General Assembly relating to suspension of nuclear testing.

As amended by Canada and others, the 37-power resolution, which was approved by 81 votes (including Canada) to none against, with 25 abstentions, provides that any interim agreement on the cessation of tests shall include adequate assurances for effective detection and identification of seismic events by an international scientific commission.

The purpose of the Canadian amendments, as Prime Minister Diefenbaker explained in the House of Commons on November 5, was to improve the resolution in two respects: first, to link future discussions with the reference to testing contained in the recent correspondence between President Kennedy and Chairman Khrushchov; and second, to remedy an omission in the original text by incorporating in it a call for an immediate cessation of testing in the atmosphere, under water and in outer space, on which all sides are agreed that no special inspection mechanism is needed.

The Committee is now engaged in discussing the second item on its agenda, the question of general and complete disarmament.

Two proposals have so far been tabled under this item — one by Bolivia, Brazil and Chile, which aims at making of Latin America a denuclearized zone, and the other by the United Arab Republic, which would call on the 18-Nation Committee on Disarmament to give high priority and urgent attention to collateral measures to decrease tension and facilitate disarmament.

### **Special Political Committee**

No fewer than 73 speakers had participated in the debate on South Africa's racial policies when the Committee took up consideration on October 30 of the

draft resolution submitted by 33 African and Asian nations on this subject. The resolution, which was adopted on November 1 by 60 votes in favour to 16 against, with 21 abstentions, would have the Assembly declare the continuance by South Africa of its racial policies to be a danger to international peace and security and request member states to take the following measures, separately or collectively: break off diplomatic relations with the South African Government, or refrain from establishing them; close their ports to all vessels flying the South African flag, and enact legislation prohibiting their ships from entering South African ports; boycott all South African goods; refrain from exporting goods, including arms and ammunition, to South Africa; refuse landing and passage facilities to all South African planes. The Assembly would also decide by this resolution to establish a Special Committee, composed of representatives of member states to be nominated by the President of the Assembly, to keep the racial policies of the South African Government under review when the Assembly is not in session, and to report to the Assembly or the Security Council from time to time. Finally, the Assembly would request the Security Council to take appropriate measures, including sanctions, to secure South Africa's compliance with the resolutions of the Assembly and the Council and, if necessary, to consider action under Article 6 of the Charter, which deals with the expulsion of member states from the United Nations.

The Assembly endorsed the Committee's recommendation in plenary on November 6 by 67 votes in favour to 16 against, with 23 abstentions. Although Canada's position with regard to South Africa's racial policies is clear, it was because of the inclusion in the resolution of clauses contemplating sanctions against South Africa and its expulsion from the United Nations that Canada voted against it in committee and in plenary.

The Committee also disposed on November 9 of its item on the effects of atomic radiation, by adopting, by 79 votes in favour, none against, with 11 abstentions, a resolution tabled by Canada and 42 other sponsors, which, after commending the Scientific Committee on the Effects of Atomic Radiation for its work and for the comprehensive report it had submitted, requested it to continue its assessment of radiation risks and other studies, and to report to the Assembly next year on its progress and its future programme of work. A second part of the resolution expressed the Assembly's appreciation of the World Meteorological Organization's draft plan for world-wide monitoring and reporting of levels of atmospheric radioactivity, and invited the Organization to put the plan into operation, if feasible, as soon as possible after final consultations with all agencies concerned were completed.

Opening the Committee's debate on the resolution on November 2, the Canadian Representative, Mr. Heath Macquarrie, Parliamentary Secretary to the Secretary of State for External Affairs, remarked that it was eminently sensible that all scientific resources available be used to determine the nature and degree of the risks involved in artificial contamination of the atmosphere. "We cannot do

less if we are to accept our responsibility to future generations," he said. "We might well do more."

The Committee now has for consideration the question of boundaries between Venezuela and the territory of British Guiana. Prior to the opening of the debate (November 12), it was agreed without objection that the Committee would deal with the remaining items on its agenda in the following order: the question of Oman; the report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, and the question of Hungary.

### **Second Committee**

The Committee concluded its general debate on economic development on October 30. Addressing the Committee on the subject on October 22, the Canadian Representative, Senator F. M. Blois, stressed the fact that Canada had from the beginning given active support in United Nations bodies to efforts in the economic and social field and that the Canadian Government believed that the United Nations had a continuing and effective role to play. Senator Blois remarked, however:

. . . Whether we are talking of the United Nations Conference on Trade and Development or the United Nations Development Decade, compensatory financing or commodity arrangements, the Special Fund or bilateral assistance programmes, there is no one technique which will ensure self-sustained economic growth. We have before us three documents which bear this very much in mind — the report of the Economic and Social Council, the Secretary-General's report on the United Nations Development Decade and the Declaration adopted this summer in Cairo. All three documents recognize that many, many techniques must be used, and all three recognize the paramount need to impose priorities. It is at this point, with this understanding, that we should begin our deliberations. You may rest assured that Canada will continue to give its fullest support to United Nations efforts designed genuinely to further the expansion of trade generally and the improvement of living standards, particularly in the under-developed countries.

One of the many items discussed under the heading of economic development was that relating to the convening of a United Nations conference on trade and development. After a lengthy discussion, in the course of which a number of proposals on the subject were considered and revised, the Committee finally adopted on November 16, by 73 votes in favour to 10 against, with 23 abstentions, a resolution sponsored by 35 member states, the main purpose of which it would be to have the Economic and Social Council convene a conference on the above-mentioned lines not later than September 1963. The resolution would also have the Assembly recommend that a preparatory committee be set up that would meet in January next to draw up the conference's agenda. Canada voted in favour of the resolution.

Elsewhere, the Committee adopted, on roll call, by 84 votes (including Canada) to none against, with 15 abstentions, a resolution that would have the Assembly note with appreciation the Declaration of Developing Countries that followed the Conference on the Problems of Economic Development held in Cairo from July 9 to 18, 1962. The resolution would also have the Assembly

recommend that member states, the Economic and Social Council and other United Nations bodies and Specialized Agencies take into consideration the principles of the Cairo Declaration when dealing with subjects in the field of economic and social development.

The Committee also heard statements on a draft resolution submitted by the nine-member Commission on Permanent Sovereignty over Natural Resources (Afghanistan, Chile, Guatemala, the Netherlands, the Philippines, Sweden, the U.S.S.R., the United Arab Republic and the United States) which would have the Assembly declare, among other things, that: (a) the right of peoples and nations to permanent sovereignty over their natural resources must be exercised in the interest of the well-being of the people concerned, and (b) the exploration, development and disposal of such resources, and the import of foreign capital required, should be in conformity with the rules and conditions the peoples and nations freely consider to be necessary with regard to the authorization or restriction of such activities. In cases where authorization is granted, the draft continues, the capital imported and the earnings on that capital should be governed by the terms of the authorization, by the national legislation in force and by international law, and the profits derived must be shared in the proportions freely agreed upon.

The Committee began consideration, on November 9, of a draft resolution co-sponsored by Poland and Jordan on the question of United Nations activities in the field of industrial development. By its terms, the resolution would have the Assembly recommended that the advisory committee established under Economic and Social Council Resolution 863 (XXXIII) take into account in its work and recommendations the necessity of dealing with problems of industrial development, natural resources, energy and water resources jointly within one organizational structure.

### **Third Committee**

On October 26, the Third Committee adopted eight resolutions arising out of its general debate on that portion of the report of the Economic and Social Council dealing with social affairs and the question of human rights. Four were approved unanimously. One laid special emphasis on the needs of children and youth as part of the development programmes carried out by member governments in collaboration with UNICEF; another called for international co-operation to assist in the development of the information media of less-developed countries; a third called for the further promotion and encouragement of respect for human rights and fundamental freedoms, and a fourth dealt with the commemoration of the fifteenth anniversary of the Universal Declaration of Human Rights. Canada sponsored this last resolution as well as that on UNICEF. A fifth resolution in the series, adopted by 77 votes (including Canada), none against, with 12 abstentions, would have the Assembly request the Economic and Social Council to consider enlarging the membership of the Committee on Housing, Building and Plan-

ning from 18 to 21. Another resolution was adopted by 60 votes (including Canada), with 1 against and 26 abstentions. The advisability of the early ratification or accession of member states to the 1961 Single Convention on Narcotic Drugs (a proposal that Canada co-sponsored) was endorsed by 81 votes in favour to 1 against, with 5 abstentions. Finally, the Committee agreed by 79 votes in favour (including Canada) to none against, with 1 abstention, to have the General Assembly invite the International Labour Organization, the Food and Agriculture Organization and UNICEF to strengthen and expand, in co-operation with the United Nations, their programme for the advancement of women in developing countries.

Addressing herself on October 22 to the resolution dealing with the further promotion and encouragement of respect for human rights and fundamental freedoms, the Canadian representative on the Committee, Miss Helen Marsh, suggested that the Committee should view the question of commemorating the fifteenth anniversary of the Declaration on Human Rights as one of how best and most appropriately it could be celebrated and what fresh impetus could be given to the Commission on Human Rights to further the purpose of the Declaration. "Canada", Miss Marsh said, "is dedicated to the view that the thrust of United Nations concern must be to develop actual conditions throughout the world in which the precious rights enunciated in the Declaration are, in fact, enjoyed by the peoples everywhere. Whenever we speak of these matters, but more specially when we discuss them here at the headquarters of the United Nations, all of us ought surely to speak for humanity as a whole." Amendments introduced by Canada to the original draft and co-sponsored by Denmark, Italy and New Zealand, which were subsequently accepted, made clear the Assembly's view that the principles of human rights and self-determination enunciated in the Charter, the Universal Declaration of Human Rights and the Declaration on the Granting of Independence to Colonial Countries and Peoples were not limited in their application but were meant to embrace humanity as a whole. With this in mind, Miss Marsh posed the question whether "the peoples in the Ukraine and throughout the vast territory now embraced in the system of the U.S.S.R. have the very deep satisfaction of knowing that the principles of these inspiring documents were meant to apply to them as to the peoples in other areas of the world." She went on to say that "the United Nations must not ignore any area, which, despite the secrecy now shrouding the conditions it harbours, is a persistent source of disturbing suggestions of flagrant denials of human rights."

In another series of decisions, arising this time out of the work of the Human Rights Commission of the Economic and Social Council, the Committee unanimously adopted two resolutions on the elimination of racial prejudice and religious discrimination and so disposed of the item on its agenda. Both resolutions would have the Assembly authorize the drafting of a declaration and a convention, the one on the elimination of racial discrimination and the other on the elimination of all forms of religious discrimination.

The Committee is currently engaged in a discussion of the general provisions of the Draft Covenant on Economic, Social and Cultural Rights. Other steps taken by it include a decision to refer a Polish-Yugoslav draft article on the Rights of the Child to the Commission on Human Rights (it has been proposed that the article, if adopted, be inserted in the draft Covenant on Civil and Political Rights) and a decision to defer discussion of a Soviet draft article on the Right of Asylum until the Committee has considered a draft declaration on the same subject. The Committee should begin discussion of the Right of Asylum towards the end of the month.

#### **Fourth Committee**

After a discussion lasting 21 days, in the course of which it heard 14 petitioners and a statement by the Prime Minister of Southern Rhodesia, Sir Edgar Whitehead, the Fourth Committee finally disposed of the question of Southern Rhodesia by adopting on October 31 a resolution recommending that the General Assembly request the United Kingdom Government to secure the immediate suspension of the enforcement of the new constitution for the territory and the cancellation of the general elections scheduled to take place under it shortly. The United Kingdom would also be asked to secure the immediate convening of a constitutional conference, as previously recommended by the General Assembly, to formulate a new constitution for the territory, while the Secretary-General would be requested to lend his good offices to promoting conciliation among the various sections of Southern Rhodesia's population.

The resolution as revised by its 50 African and Asian sponsors was adopted by a roll-call vote of 81 in favour, 2 against, with 17 abstentions. Canada abstained. Plenary was subsequently to endorse (October 31) the Committee's decision by 81 votes to 2 against, with 19 abstentions. Consistent with its stand that it was powerless to intervene in the affairs of a territory that had enjoyed internal self-government since 1923, the United Kingdom did not participate in either vote.

The Committee then began discussion of the question of South West Africa. The debate continues. So far the Committee has heard a statement from the Foreign Minister of South Africa and completed its examination of the 12 petitioners who had been granted a hearing on the subject.

#### **Fifth Committee**

Continuing its discussion of the 1963 budget estimates of the organization, the Committee approved on first reading appropriations of \$914,300 for the International Court of Justice and of \$43,059,000 for United Nations staff salaries and wages, approved plans involving expenditures of \$4.2 million for the expansion of the organization's headquarters in New York and of \$495,000 for the modernization of the telephone system at the Palais des Nations in Geneva, and endorsed by 56 votes in favour to none against, with 8 abstentions, a recommendation for increases in salary totalling \$741,000 for general service and manual-worker staff

at the United Nations in New York and Geneva, retroactive to 1962. The Committee also voted by 57 votes in favour, none against, with 37 abstentions (including Canada), an appropriation of \$800,000 to provide for emergency aid to the newly independent countries of Burundi and Rwanda. The sum approved is to be spent for the repair of the road linking Usumbura, the capital of Burundi, with Kigali, the capital of Rwanda, and for the construction of public housing in the latter city. Finally, the Committee approved by 71 votes in favour to none against, with 11 abstentions, a revised United States resolution calling for the provision for 1963 of \$6.4 million for those technical-assistance programmes of the United Nations financed under its regular budget. Canada voted in favour of the resolution.

Other decisions taken by the Committee over the last four weeks include: the adoption of a resolution that would have the Assembly request the Economic and Social Council to devise a system of priorities for United Nations projects in the social, economic and human rights fields; a tightening of the regulations regarding travel and subsistence expenses of United Nations staff members; the endorsement of the annual report of the United Nations Joint Staff Pension Board, and the election of André Ganem of France, James Gibson of the United Kingdom, Ismat T. Kittani of Iran, and Agha Shahi of Pakistan to fill forthcoming vacancies in the 12-member Advisory Committee of the Assembly on Administrative and Budgetary Questions. The four were appointed to serve for a period of three years beginning January 1, 1963.

The Committee now has under consideration personnel questions relating to the geographical distribution of the staff of the United Nations Secretariat and of the proportion of it to be employed under fixed-term contracts.

### **Sixth Committee**

The Committee completed consideration of the first item on its agenda on November 5 by giving unanimous approval to a draft resolution proposing that the International Law Commission study further the question of extended participation in general multilateral treaties concluded under the auspices of the League of Nations. Earlier (October 26) the Committee, after a week-long discussion, had unanimously endorsed a resolution expressing the Assembly's appreciation of the Commission's work and calling on it to continue its efforts in the broad field of the progressive codification of international law, particularly as regard the development of the law of treaties.

The Committee is now engaged in the discussion of the principles of international law concerning friendly relations and co-operation among states in accordance with the Charter of the United Nations. A resolution on this subject, co-sponsored by Cameroun, Canada, Chile, Dahomey, Denmark, Japan, Nigeria and Sierra Leone, would have the Assembly affirm that the rule of law is essential for the achievement of the purposes of the United Nations, particularly the development of friendly relations and co-operation among states, and would decide

to inscribe on the provisional agenda of the eighteenth session of the General Assembly the topics of the obligation to respect the territorial integrity and political independence of states and of the obligation to settle disputes by peaceful means.

# *Disarmament for Survival*

*On November 9, 1962, during the debate on the report of the 18-Nation Committee on Disarmament, the following statement was made to the First Political Committee of the United Nations General Assembly by Lieutenant-General E. L. M. Burns, the representative of Canada:*

... The most important and urgent task which faces the international community today, as all speakers so far, I think, have agreed, is to reach agreement on disarmament. To put it in stark terms, if civilization is to survive, the nations of the world must disarm.

Recent events show how real and how imminent is the possibility of nuclear war. As the Prime Minister of Canada said on 5 November,

To all who know how close we were to war and what war today would mean, it is evident that the nuclear arms race must be halted. The logic of the aftermath is grim but clear and permits of no other conclusion than that, if the nations of the world do not take effective steps, the next crisis may not permit the world to stop short of the abyss of war.

So the crisis which the world has just faced must give a new and a strong impetus toward general and complete disarmament and other measures which will reduce international tensions and sources of conflict.

President Kennedy wrote to Chairman Khrushchov on 28 October:

I agree with you that we must devote urgent attention to the problem of disarmament as it relates to the whole world and also critical areas. Perhaps now, as we step back from danger, we can together make real progress in this vital field . . . We should work hard to see if wide measures of disarmament can be agreed to and put into operation at an early date. And Chairman Khrushchov, in his letter to President Kennedy of 28 October, emphasized the wish of the Union of Soviet Socialist Republics to eliminate the tense international atmosphere and to continue efforts to achieve progress on complete and general disarmament and other matters leading to the relaxation of international tensions.

We think that everyone recognizes that to advance towards general and complete disarmament and to get agreement on measures preliminary to disarmament which could reduce tension and the danger of nuclear war will require intense effort and the most painstaking negotiations. Canada maintains the view that the best place for detailed and comprehensive negotiations on a disarmament programme is the conference of the 18-Nation Committee on Disarmament.

## **Representative Character of Committee**

The 18-Nation Committee on Disarmament, endorsed by Resolution 1722 (XVI) of 20 December 1961, is, in our view, well suited to the tasks. The conference has several advantages as a negotiating forum. I refer, as so many others have done, to the role of the eight non-aligned countries: Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic. The representative of the United Arab Republic, in his statement in this Committee on 5

November — and we are very much in agreement with what he said — has shown that many changes in both plans were made in response to questions and suggestions of the non-aligned members of the Committee. The presence of these countries in the 18-Nation Committee has made it representative of all major geographical areas of the world. Their active participation in the conference is a constant reminder that disarmament is not the concern of the great powers alone but of all countries, large and small.

The conference of the 18-Nation Committee has also developed procedures and working methods which are appropriate to its task. It has as its permanent co-chairmen representatives of the United States and the Union of Soviet Socialist Republics, who have actively co-operated in organizing and forwarding the work of the conference. The conference moved from a rather formal examination of treaty texts in its earlier stages to one of detailed exploration of some of the most difficult problems in the disarmament field. The Canadian Delegation is confident that the 18-Nation Committee, with its improving techniques for comprehensive discussion and negotiations, can, when it returns to its task, succeed not only in bringing the sides closer together but also in achieving a programme for total disarmament.

### **Collateral Measures Committee**

I should like to discuss another important aspect of the 18-Nation Committee — the work of the Committee of the Whole, sometimes called the Collateral Measures Committee. This Committee, which was set up to deal with measures which are closely related to disarmament and which could come into effect quickly, could help to relieve international tensions and thereby facilitate agreement on general and complete disarmament. The Collateral Measures Committee has two questions on its agenda for immediate consideration: *first*, measures to prevent the further dissemination of nuclear weapons, and *second*, reduction of the possibility of war by accident, miscalculation or failure of communications. The recent world crisis has shown us very clearly how vital it is to achieve progress in these two fields.

The first measure on which the Collateral Measures Committee of the 18-Nation Committee on Disarmament should negotiate is, in the view of the Canadian Delegation, to prevent the wider spread of nuclear weapons. Our Delegation would like to associate itself with the eloquent appeal of the representative of Ireland that the nuclear powers take immediate steps to deal with this urgent problem.

A second measure is to put into effect arrangements to reduce the risk of war by accident. The risk of a nuclear holocaust resulting from accident or miscalculation seems far greater than the risk that any nation would deliberately begin a nuclear war.

A third measure which should be given early consideration concerns the prevention of the stationing of weapons of mass destruction in outer space. The

Secretary of State for External Affairs for Canada proposed in the 18-Nation Disarmament Committee that a declaration prohibiting such action should be adopted as a matter of priority. International agreement to this effect would be of great value in reducing the fear that the arms race might be extended to this environment. It would also be a first step toward a rule of law in outer space. Moreover, in our view, its adoption would implement and reinforce the two measures I have just mentioned. We welcome the statement by President Kennedy in his letter of 28 October to Chairman Khrushchov that "questions relating to the proliferation of nuclear weapons on earth and in outer space" should be given priority consideration along with related problems.

### Nuclear-Free Zones

Another vital question which should be discussed in the Collateral Measures Committee is the establishment of nuclear-free zones in various parts of the world. The importance of this question has been brought to the attention of this Committee by the draft resolution, sponsored by Bolivia, Brazil and Chile, to create a nuclear-free zone in Latin America. The Canadian Delegation believes that the creation of such a zone is primarily a matter for the countries in the region concerned to decide for themselves. But the form of such agreements and, what is very important, the means for verifying that their provisions are being observed could appropriately be considered in the 18-Nation Disarmament Committee as a measure collateral to disarmament.

If we are to profit from the lessons of the Cuban crisis, it is of the highest importance that the 18-Nation Committee resume its work at once and that every effort be made to achieve agreement immediately on the important questions to which I have just referred. The statements of President Kennedy, Chairman Khrushchov and Prime Minister Macmillan, about which I spoke earlier, give new grounds for hope that agreements can be reached in these vital areas.

Taken together, agreements preventing the dissemination of nuclear weapons and the placing of weapons of mass destruction in outer space and measures adopted to avoid the outbreak of war by accident would constitute a significant advance toward a safer and more stable world. International tensions would be immediately reduced, international security would at once be increased, and a notable step forward would be taken towards agreement on general and complete disarmament.

Finally, I should like to discuss briefly some of the questions concerning general and complete disarmament which the 18-Nation Committee had been considering before it recessed. Disarmament questions before the conference fall within three general categories: *first*, questions on which differences preventing final agreement are relatively small; *second*, areas in which significant differences still exist between the positions of the two sides; and *third*, questions which have not as yet been comprehensively explored in the Disarmament Committee.

## **Problems of Conventional Arms**

Under the first heading, the differences in the positions of the two sides concerning conventional armaments and armed forces have been greatly lessened as a result of changes introduced in both plans during the course of negotiations in Geneva. The Canadian Delegation believes that agreement on the question of conventional disarmament has now come within reach. There are also good prospects of overcoming the remaining differences in a closely related field — there is a remaining difference regarding the level of armed forces at the end of the first stage, but there is already virtual agreement concerning the level of armed forces at the end of the second stage. In the field of conventional armaments and armed forces, the Canadian Delegation feels that it will also be important for the Disarmament Committee to study the obligations of smaller countries with regard to the levels of conventional armaments and armed forces which they may be permitted to retain during the second and third stages.

In the second category (that is, questions on which there are still substantial differences between the positions of the two sides), one of the key areas where these fairly large differences still exist is that of the reduction and eventual elimination of nuclear-weapons vehicles. The representatives of the United States, the Soviet Union and the United Kingdom have pointed out what these differences are, and the First Committee has been able to judge for itself that there is still a great deal to do before agreement on this point can be achieved. Although this question was explored during the last round of discussions in the Disarmament Committee, further consideration is, of course, necessary in order to develop a basis for agreement. In the plenary meeting on 25 September of the United Nations General Assembly, the Secretary of State for External Affairs for Canada welcomed the decision of the Soviet Union to modify its proposals for eliminating nuclear-weapons vehicles. The Soviet Union's new proposals introduce a change in principle which may possibly be far reaching, although a detailed examination in the Disarmament Committee will be necessary in order to determine the full significance and effect of the proposals. The Canadian Delegation must reserve its final views until more is known about what is involved; but we consider that the Soviet Union's proposals may help to remove the block to negotiations which had been created by the opposed positions of the two sides on this question.

With regard to the third category (questions not yet sufficiently explored), the 18-Nation Committee can, for example, make a valuable contribution in the field of peace-keeping. Both the United States and the Union of Soviet Socialist Republics have in their draft treaties recognized the importance of improving the means of keeping the peace, and both draft treaties contain provisions in regard to it.

The joint statement of agreed principles stipulates that disarmament must be accompanied by the establishment of reliable procedures for the peaceful settlement of disputes and by effective arrangements for the maintenance of peace in accordance with the principles of the United Nations Charter.

For all the reasons which I have given, the Canadian Delegation considers it to be of the highest importance for the 18-Nation Committee to resume its work at once and to make the greatest possible effort to achieve progress in the tasks before it.

The very thorough and well-thought-out statements which were made by many members of this Committee on the item whose consideration has just been concluded — the item on nuclear testing — have, we think, made it quite clear that the achievement of an end to nuclear testing by means of a well-guaranteed agreement which is satisfactory to all the nuclear powers and which will be observed by them is the first task to be accomplished in the field of disarmament; it is the most important task, for without its accomplishment we cannot expect any real progress towards general disarmament. We think, therefore, as I have just stated, that it is of the highest importance that the 18-Nation Committee should return to its work in a suitable forum, where it can proceed with dispatch to concentrate on this subject and to reach agreement as called for in the resolution adopted a few days ago by the General Assembly. We think that the progress which has been achieved in that matter has been largely due to the presence and efforts of the eight non-aligned countries which are participating in the work of the 18-Nation Disarmament Committee.

That is why we lay stress on the Committee of the Whole of the 18-Nation Committee. In the same manner as it achieved the progress which has been reached up to the present, we hope that it will be possible by the date set down in this resolution, which we have passed with a large majority, to report back substantial progress by 10 December. We think it is essential that we lose no time in reassembling and commencing our work.

My Delegation, for these reasons, supports the statement of the representative of the United Arab Republic and of many other delegations which would welcome any initiative that would take note of the 18-Nation Disarmament Committee reports, urge that disarmament negotiations be expeditiously continued in a spirit of compromise and request that a progress report be submitted to the United Nations General Assembly within a reasonable period of time. Canada hopes that the General Assembly will with one voice support a resolution to this effect.

# *Canada's Contribution to the United Nations*

EACH of the 110 members of the United Nations is required to pay an annual assessment, which represents that country's share of the organization's expenses. In 1961, Canada's share was 3.11 per cent or \$1.9 million of the regular United Nations budget of \$71.6 million. In addition, Canada and all other members are assessed to cover the costs of the United Nations peace-keeping operations in the Middle East and in the Congo (UNEF and ONUC). In 1961, Canada's share of these costs was about \$4 million. It is estimated that, in 1962, Canada's share of the regular budget of \$82.1 million will be approximately \$2.2 million (3.12 per cent) and that its peace-keeping assessment is likely to be about \$4.3 million.

During the period 1945-62, Canada paid assessments of about \$22.8 million to the regular budget of the United Nations and approximately \$10 million for the ONUC and UNEF peace-keeping operations. In the same period Canada made voluntary contributions to special United Nations programmes such as the Expanded Programme of Technical Assistance (EPTA), the Special Fund, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the United Nations Relief and Works Agency in the Middle East (UNRWA) and the United Nations Korean Reconstruction Agency (UNKRA) of approximately \$74.2 million. In addition, Canada, as a member of each of the 13 Specialized Agencies of the United Nations and the IAEA, was assessed and made contributions of about \$41.6 million during this period. Canada's total assessment and contributions to the United Nations and its related bodies, the International Atomic Energy Agency (IAEA), and the United Nations Association in Canada, totalled approximately \$150 million during the period 1945-62. Canada's contribution to these bodies in 1962 is about \$18.7 million.

United Nations concern for political and security questions is widely publicized throughout the world. Peace-keeping operations are, therefore, quite well known to the general public. Regrettably, insufficient public attention is accorded to the quieter but nonetheless constructive work of the organization in the economic and social fields. This valuable activity is supplemented by five special programmes (UNRWA, UNHCR, UNICEF, EPTA and the Special Fund) and by the related programmes of the 13 Specialized Agencies and the IAEA. Altogether, their efforts constitute an impressive endeavour to conquer the timeless enemies of mankind — illiteracy, hunger and disease. At the same time, they provide a significant contribution to political and economic stability in the less-developed areas of the world.

A short description of the work of the United Nations in peace-keeping, and of the United Nations, its related programmes and agencies in the economic and

social fields, is given below. A statement of Canada's contributions to these important activities is included as Appendix A. Appendix B contains a table showing the pledges made to the operations of the five United Nations special programmes by some of the major contributors to these programmes.

### **Peace-keeping and UN Finances**

Article I of the United Nations Charter states, in part, that the purpose of the United Nations is "to maintain international peace and security, and to that end to take effective collective measures for the prevention and removal of threats to the peace and for the suppression of acts of aggression". Since 1945, the United Nations has been involved in peace-keeping operations in Pakistan and India (United Nations Military Observer Group in India and Pakistan (UNMOGIP), 1949 — ), the Middle East, (the United Nations Emergency Force (UNEF), and the United Nations Truce Supervisory Organization (UNTSO), 1956 - ), Lebanon (United Nations Observation Group in Lebanon, (UNOGIL), 1958), and the Congo (ONUC, 1960 — ). In addition, in 1950, the United Nations quickly stepped in to resist Communist aggression in Korea and, through the efforts of the United Nations Unified Command (1950-53), the Communists were driven out of territory of the Republic of South Korea. Canada has firmly supported the United Nations activities in maintaining international peace and Canadian military personnel have seen service with the United Nations in Korea, the Middle East, India and Pakistan and the Congo. At present, about 1,300 Canadian military personnel are serving in UNEF, ONUC, UNTSO, and UNMOGIP.

In addition to providing military personnel for these United Nations peace-keeping operations, Canada, as one of the three supervisory members of the International Commissions for Supervision and Control in Indochina along with India and Poland, has maintained military and civilian personnel in Indochina since 1954. During the period 1954-61, Canada has contributed approximately \$1 million as its share of the costs of this operation, which, although not a United Nations peace-keeping operation, has been of considerable assistance in maintaining international peace and security in the troubled countries of Laos, Vietnam and Cambodia.

Until 1956, virtually all member states regularly contributed their share of the assessed costs of all United Nations peace-keeping operations. With the establishment of UNEF in 1956, peace-keeping costs rapidly increased. In 1960, a further increase occurred when the United Nations Security Council declared that the situation in the Congo was a threat to international peace and security and, at the request of the Congolese Government, established a United Nations force (ONUC) in the Congo to maintain order. The costs of ONUC have been considerably greater than those of UNEF (\$120 million a year compared to \$20 million a year). In each instance, arguments were raised by certain countries that the costs of these peace-keeping operations were not the collective responsibility of member states, while other countries felt that the costs should not be borne by

all member states according to the UN scale of assessments. The inability or unwillingness of some member states to pay their assessed shares of ONUC and UNEF costs has created disturbing financial difficulties for the United Nations. As a result, the organization has been forced to borrow funds from other United Nations accounts and to accept voluntary contributions and advances in order to meet its bills.

As of July 31, 1962, the delinquent member states owed the United Nations about \$82 million for their assessments of 1961 and previous years. This amount may be broken down as follows: 26 states were in arrears as regards the regular UN budget, in at least 1961, for \$5.2 million; 51 members owed approximately \$25.3 million to the UNEF Special Account for at least their 1961 assessments; and 64 members were in arrears to the ONUC Ad Hoc Special Account for at least their 1961 assessments, for approximately \$51.4 million. Thus about 94 per cent of the total arrears of \$82 million resulted from the failure or inability of member states to pay their assessed share of UNEF and ONUC costs.

Canada has consistently paid its assessed share of all United Nations costs and has shown lively interest in the financial aspects of the organization's activities. For example, at the fifteenth session, Canada co-sponsored a resolution which set up a Committee of Experts to examine United Nations financial and budgetary procedures. At the sixteenth session, Canada co-sponsored a resolution authorizing the Secretary-General to issue \$200 million in United Nations bonds to provide working capital to help overcome the organization's serious financial crisis. These bonds are to be repaid over a 25-year period, with interest at 2 per cent, out of the annual assessments of member states under the regular budget. Canada was the first country to announce its intention to subscribe to the bond issue and has pledged a purchase of \$6.24 million (U.S.). At the sixteenth session, Canada also co-sponsored a resolution which requested the International Court of Justice (ICJ) to give an advisory opinion as to whether UNEF and ONUC costs were expenses of the organization under Article 17(2) of the Charter. In company with 20 other countries, Canada made a submission to the Court. In its submission Canada contended that United Nations members had a collective responsibility for UNEF and ONUC expenses and that all members had an obligation to contribute according to their assessed shares. On July 20, 1962, the Court, in a majority decision of nine to five, found that the expenses authorized by the General Assembly relating to UNEF and ONUC constituted expenses of the organization. The Court thus corroborated Canada's views that UNEF and ONUC costs were expenses of the United Nations. The question of the financial obligations of member states is to be discussed at the seventeenth session.

It has only been since 1956 that special accounts for United Nations peace-keeping operations have been maintained. However, in the six years since UNEF was created, Canada's share of UNEF costs has been over \$2.8 million, while, since ONUC was created in 1960, Canada has been assessed approximately \$7.3 million. In addition, Canada has written off billings of about \$600,000 which the

United Nations owed to Canada resulting from the provision of transportation facilities for the United Nations Force in the Congo.

### **UNHCR and Refugees**

A refugee is defined by the United Nations as a person who has left the country of his normal residence because of fear of persecution. At the end of the Second World War, the number of refugees in Europe was close to 2.2 million people. Immediately after the War, Canada and other countries joined together to form the Intergovernmental Committee on Refugees in order to assist refugees in their emigration, re-establishment in their country of present asylum or voluntary return to their original homes. In 1946, a United Nations Specialized Agency, the International Refugee Organization (IRO), was established to continue this work. Canada became a member of the IRO in 1947 and, from 1946 to 1961, Canada contributed about \$18.8 million to the Organization.

At its fourth session in 1949, the General Assembly decided to appoint a United Nations High Commissioner for Refugees (UNHCR) for a three-year term, to continue to protect the interests of refugees after the termination of the IRO. In 1953 the Assembly extended the term of the High Commissioner's Office for another three-year period and in 1957 the term was extended for a further five-year period from January 1, 1959, to December 31, 1963. The situation will be reviewed at the Assembly's seventeenth session.

The High Commissioner's role was at first a non-operational one, limited mainly to the protection of refugees. However, in 1952, he was authorized to appeal for funds to enable emergency aid to be given to the most needy groups of refugees within its mandate. Funds raised by this decision were contributed to the United Nations Refugees Emergency Fund (UNREF). In 1954 this fund was incorporated in a new voluntary fund, the United Nations Refugee Fund (UNRF) and its programme was aimed principally at the promotion of a permanent solution by social and economic assimilation within European countries and the promotion of immigration.

On January 1, 1959, the UNREF was replaced by a new programme of the High Commissioner for Refugees, administered by the Office of the High Commissioner under the guidance of an Executive Committee composed of the representatives of United Nations member governments. Canada has been a member of this Committee since 1957. From 1951 to 1962, Canada contributed over \$2.5 million to the UNHCR and, in addition, donated \$350,000 in 1956-57 to the Canadian Red Cross for the assistance of Hungarian refugees. In its total pledged contribution from 1954 to 1962, Canada ranks as the fourth largest contributor.

Through the efforts of the refugee programmes of the Intergovernmental Committee for Refugees, the IRO and those of the UNHCR, the number of refugees in Europe has been reduced from about 2.2 million in 1946 to some 50,000 in 1962. This improvement has been made possible to a large extent by the contributions of governments to the United Nations and its related programmes,

World Refugee Year (WRY) and the Intergovernmental Committee for European Migration (ICEM). During WRY (June 1959 to June 1960), 97 countries, including Canada, took part in the campaign and contributed more than \$83 million (U.S.). The Canadian Government's contribution to WRY was \$1 million in wheat flour to UNRWA and up to \$600,000 for the admission, in three movements, of 325 tubercular refugees to Canada for treatment in sanatoria and resettlement. These refugees were accompanied by 501 dependents. As of March 31, 1962, only eight of these tubercular refugees remained in sanatoria. In addition to the movement of tubercular refugees, Canadian participation in WRY resulted in over 5,000 refugees being admitted to Canada, including 1,097 from camps in Italy and Germany.

In 1951, the ICEM was established to assist in the movement of European refugees from unsettled conditions in Europe and in Hong Kong. While the ICEM is not affiliated with the United Nations, it has co-operated closely with the UNHCR in the migration of refugees. Canada has been an active member of the ICEM since 1951 and has been represented on its Executive Committee since its establishment in 1954. During the period 1951-61, the ICEM has helped over 388,700 European refugees to move and to resettle in other areas of the world. In this same period Canada has contributed about \$2.2 million to the ICEM to help in the resettlement of European refugees from Europe and Hong Kong. The ICEM was originally established to assist in the movement from Europe of refugees and surplus population resulting from the economic dislocation caused by the Second World War. Since these tasks are now virtually complete, Canada announced on August 31, 1962, that it was withdrawing from the ICEM, effective December 31, 1962.

In 1960, Canada donated 20,000 pounds of canned pork and 20,000 pounds of skim-milk powder to Congolese refugees and, in 1961, made a contribution of \$1 million (U.S.) to the United Nations Civilian Fund for the Congo. This Fund was set up to provide assistance to the Congolese in maintaining the services necessary for the stability and growth of their economy and to train Congolese for jobs in public and private administration.

## **URNWA**

The United Nations Relief and Works Agency for Palestine Refugees in the Near East was established by the General Assembly in December 1949 to provide for the relief and resettlement of about 950,000 refugees left homeless by the hostilities in Palestine in 1948. These refugees now number more than 1.1 million. The Agency was to co-operate with local governments in direct relief and works programmes in the Middle East and to consult these governments on measures to be taken until such time as international assistance for relief and works programmes would no longer be available or the refugees were able to exercise the choice between repatriation and compensation offered to them by resolutions of the General Assembly.

As originally envisaged, the Agency's mandate was to run for a limited period. Political considerations, however, have impeded the various plans for solving the refugee problem and the Agency's mandate has been renewed three times. It is now due to expire on June 30, 1963.

Since no quick solution to the Palestine refugee problem appears to be in sight, the Director of the UNRWA has suggested that it concentrate on (a) the administration of relief, (b) the provision of general education, both elementary and secondary, (c) the teaching of voluntary skills and the awarding of university scholarships, and (d) the offering of small loans and grants to refugees who have skills and want to become self-employed. For the full programme, in which education is to play such an important part, the Director forecast expenditures of \$40.6 million in 1961, \$39.3 million in 1962 and \$41.2 million in 1963.

During the period 1949-62, Canada was the third largest contributor to the UNRWA, donating approximately \$14.1 million. Canada normally contributes \$500,000 in cash; on several occasions since 1958, however, the Canadian Government has augmented its cash contribution with special donations of Canadian wheat flour. From 1958 to 1962, these special donations totalled \$5.5-million worth of flour, of which \$1-million worth was a special grant in conjunction with Canada's contribution in World Refugee Year. In 1962 the Canadian Government plans to contribute \$500,000 in cash and to make a special donation of \$500,000-worth of wheat flour. Canada's donations have helped the UNRWA to maintain its relief programmes, while at the same time expanding its rehabilitation programmes for Palestine refugees. Private and government contributions of cash and wheat flour from Canada are being transformed by the UNRWA into the Siblin Vocational Training School in the Lebanon, a school at Homs, Syria, and a Teacher Training Centre in Jordan.

## **UNICEF**

The United Nations Children's Fund (UNICEF) was established by the General Assembly in December 1946 to provide emergency aid to children in war-devastated countries following the termination of the United Nations Relief and Rehabilitation Administration (UNRRA). In 1950 its terms of reference were revised and, while continuing to provide emergency relief for children in catastrophes, it placed emphasis on long-range programmes of child care, particularly in under-developed countries. In 1953, the General Assembly voted unanimously to make the UNICEF a continuing part of the United Nations work for an indefinite period.

The aim of the UNICEF is to promote permanent health, nutrition and welfare services for children through programmes which countries can continue after the initial stimulus provided by the Fund. The UNICEF aid is provided only at the request of governments, and those requesting it must be prepared to put into the programme amounts at least equal to those received from the UNICEF. This requirement encourages serious consideration before requests are made. It doubles

the amount of money made available for the projects by the UNICEF and it establishes the basis for the continuation of the projects after the UNICEF aid is terminated.

The Fund is financed through voluntary contributions from governments and private associations. During 1961, the Fund approved commitments of \$37 million to various projects, an increase of \$6.4 million over 1960. In 1961 its total income from all sources amounted to nearly \$28 million, compared with \$25.8 million in 1960. Canada has contributed about \$13.3 million to the UNICEF during the period 1946-62, making Canada the second largest contributor. In addition, during the same period, Canada has donated over 62.8 million pounds of whole and skim-milk powder. In 1962, the Canadian Government plans to increase its contribution from \$650,000 to \$800,000.

### **EPTA**

Soon after its establishment, the United Nations embarked on a programme of technical assistance to raise the very low levels among those countries having static or barely expanding economies and whose people, therefore, lived close to bare subsistence levels. It was evident that extensive co-ordinated efforts would have to be made to mobilize and bring to bear the technical skills of the advanced countries on the areas of great need. Consequently, the General Assembly established in 1949 the Expanded Programme of Technical Assistance (EPTA). This programme involves the training in advanced countries of students from the under-developed countries and the sending of experts and advisers to backward areas, exchange of technical information, organized examination of economic development programmes and equipment supplies for the use of experts and trainees. About three-quarters of United Nations technical assistance expenditures go normally for the provision of experts to under-developed countries.

The EPTA supplements the regular programmes of technical assistance for the United Nations and certain Specialized Agencies and constitutes the greater part of the total United Nations technical assistance effort. The programme is financed by voluntary extra-budgetary contributions from member countries and is carried out by the Specialized Agencies and the Bureau of Technical Assistance Operations (TAO), under the co-ordination of the Technical Assistance Board (TAB) and the Technical Assistance Committee (TAC).

Contributions pledged to the Expanded Programme were \$29.6 million in 1959, \$34.1 million in 1960, \$44.5 million for 1961 and \$42.9 million in 1962 (as of February 28, 1962). Canada contributed \$2 million (U.S.) in both 1959 and 1960 and \$2.15 million (U.S.) in 1961. From 1950 to 1962, Canada has contributed over \$17 million to the EPTA and for 1962 has pledged a contribution of \$2.15 million (U.S.). In total contributions pledged, Canada ranks as the third largest contributor to the EPTA.

### **United Nations Special Fund**

A decision of the twelfth session of the General Assembly in 1957 resulted in the

establishment of the United Nations Special Fund on January 1, 1959. The Canadian Delegation played an important role in the negotiations leading to the Fund's establishment and Canada was elected to a three-year term on the Governing Council of the Fund. The Special Fund's purpose is to provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of under-developed countries, primarily in the area of relatively large projects beyond the range of the United Nations Expanded Programme of Technical Assistance. Such undertakings include pilot projects and demonstration centres, surveys, research work, and the provision of equipment, training and experts — in what is called the field of pre-investment technical assistance. The United Nations and related organizations are now capable of providing funds and technical personnel for pre-investment programmes through the Special Fund, technical experts and advisers through the EPTA and the Specialized Agencies such as the WHO, the ILO and the IAEA and financial assistance through the IMF, the IBRD, the IDA and the IFC. Multilateral aid is, therefore, available to supplement the national efforts the economically under-developed countries are themselves putting forth to solve their economic, educational, social and health problems.

The Special Fund Programme is financed by voluntary contributions from members of the United Nations and the Specialized Agencies, with recipient governments responsible for the local costs of projects undertaken by the Fund. The Fund set a target for contributions of \$50 million in 1959 and \$75 million "in the immediate future". At the fifteenth session of the General Assembly, member states were urged to increase their contributions to the Special Fund and the EPTA so that a total of \$150 million might be available for the two programmes. Contributions pledged to the Special Fund totalled \$25.8 million for 1959, \$38.7 million for 1960, \$47 million for 1961, and \$55 million for 1962 (as of December 31, 1961). Canada contributed \$2 million (U.S.) in both 1959 and 1960, and in 1961 increased its contribution to \$2.35 million (U.S.). Canada has been the fifth largest contributor to the Special Fund, having given approximately \$6.3 million during the period 1959-62. The Canadian Government has pledged \$2.35 million (U.S.) as its contribution for 1962.

### **Specialized Agencies**

The 13 Specialized Agencies of the United Nations are independent organizations with responsibilities in specific fields of international activity. Each is linked to the United Nations by a formal agreement which, *inter alia*, recognizes the co-ordinating role of the Economic and Social Council under Article 63 of the Charter.

The International Telecommunication Union (ITU), the Universal Postal Union (UPU) and the World Meteorological Organization (WMO) were in existence before the League of Nations and were subsequently associated with that world body. The International Labour Organization (ILO), on the other hand,

was established in conjunction with the League. The International Bank for Reconstruction and Development (IBRD), the International Civil Aviation Organization (ICAO), the International Finance Corporation (IFC), the International Development Association (IDA), the International Monetary Fund (IMF), the International Maritime Consultative Organization (IMCO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) were set up after the Second World War, either in conjunction with the United Nations or as a result of discussions under its auspices. The International Atomic Energy Agency (IAEA), while technically not a Specialized Agency, is for most practical purposes on the same footing as an Agency; for example, it is a member of the Administrative Committee on Co-ordination in which the Secretary-General of the UN and the Executive Board of the Agencies meet to develop their several programmes in harmony and co-operation. However, the IAEA differs from the other Agencies in that it makes its annual report to the General Assembly direct rather than through ECOSOC and does not have a formal agreement with the Council.

Canada is a member of each of the 13 Specialized Agencies and the IAEA and, at one time or another since 1945, has been represented on the executive body of each. During 1962, Canada was represented on executive bodies of each of the Specialized Agencies, with the exception of UNESCO.

Contributions to the regular budgets of the Specialized Agencies are in addition to payments made to the United Nations budget. During the period 1945-62, Canadian assessments in the Agencies totalled approximately \$41.6 million, of which about \$18.8 million was the Canadian contribution to the IRO during 1946-51. To a considerable extent the activities which are supported by the regular budgets of the Agencies are of special significance to the economic and social development in less-favoured areas of the world. Some of the Agencies provide out of their regular budgets for many technical experts, advisers and training facilities in addition to those financed by the Expanded Programme.

Several Agencies (FAO, ILO, UNESCO and WHO) fix their scale of assessments in accordance with principles broadly similar to those applied in setting the United Nations scale. In the ICAO, the IMCO, the ITU, the UPU and the WMO, assessments are determined by somewhat different procedures and are based partly on the degree of interest in and use for the services which the particular Agency provides to a member state. Agencies such as the IBRD, the IFC, the IDA and the IMF do not levy regular assessments; their member states provide funds in the form of capital advances, which are in turn lent to the commercially less-developed countries to help them finance approved developmental projects. In the four important financial agencies to which Canada is a major contributor, operating costs are covered by the interest on the loans made to economically less-developed countries.

The main purposes of the IBRD are to facilitate the investment of capital for productive purposes, to promote private foreign investment by means of guaran-

tees or of participation in loans by private investors and to make loans for which private capital is not available on reasonable terms. The IDA, an affiliate of the Bank, has as its primary objectives the promotion of economic development by providing financing on terms that are more flexible and bear less heavily on the balance of payments than do conventional loans, to which the IBRD is limited. The IFC is also an affiliate of the Bank and seeks to promote the growth of productive enterprise. It invests its own funds in association with private capital where this is not available in sufficient quantity and on reasonable terms; it acts as a clearing-house by bringing together investment opportunities and private capital, whether foreign or domestic; finally, it helps to enlist managerial skill and experience where these are not readily available for a project. The operations of the IMF are of a different character. It provides machinery for international consultation and collaboration on monetary, payments and exchange problems. Among its purposes are the promotion of exchange stability, the elimination of exchange restrictions, the establishment of a multilateral system of current payments and the expansion and balanced growth of international trade.

In addition to contributing to the regular programmes of the Agencies, member states have frequently been requested to make extra-budgetary contributions to special programmes of assistance designed to overcome particularly acute problems and serious deficiencies which exist in various areas of the world. Examples of such special programmes include the FAO's "Freedom-from-Hunger" campaign, the WHO's Malaria Eradication Programme (which is now part of the WHO's regular budget) and the recently organized World Food Programme (WFP). Canada has made substantial contributions to each of these programmes and, in the case of the WFP, of which it was a co-author, Canada has offered an initial contribution of up to \$5 million in commodities and cash. This programme will provide emergency aid to persons suffering as a result of national calamities and will establish several short-term pilot programmes to determine whether food from the WFP might be used to advantage in facilitating programmes of economic and social development.

The Canadian Government's contributions and assessments to the United Nations and its related bodies do not, of course, include the generous donations made by individual citizens and private groups in Canada. Canadian citizens have played an active and humanitarian role by assisting, through donations, children, refugees, the victims of national disasters and the less fortunate people in other lands. Furthermore, the above data do not include the Canadian Government's gifts of emergency relief (food, clothing, medical supplies), nor do they include the more than \$395 million of government bilateral foreign aid and Colombo Plan assistance to the less-developed areas of the world.

## APPENDIX A

CANADA'S CONTRIBUTIONS TO THE UNITED NATIONS, ITS SPECIAL PROGRAMMES,  
NON-FINANCIAL SPECIALIZED AGENCIES, THE IAEA AND THE UN ASSOCIATION  
IN CANADA FOR THE FISCAL YEARS 1945-46 TO 1961-62

(In Thousands of Canadian Dollars)

ORGANIZATION	Scale of Assessment		TOTAL 1945-50		TOTAL 1950-55		TOTAL 1955-60		1960-61		1961-62		CALENDAR YEAR 1962**		TOTAL* 1945-62		
	1961	1962															
REGULAR BUDGET	3.11%	3.12%	\$ 3,356 <sup>(1)</sup>	\$ 6,718	\$ 8,723	\$ 1,860	\$ 2,181	\$ 2,181	\$ 2,181	\$ 2,181	\$ 2,181	\$ 2,181	\$ 22,837	\$ 22,837	\$ 2,849	\$ 2,849	
UNEF	3.11	3.12	—	—	—	883	316	316	316	316	316	316	601E (US)	601E (US)	7,745	7,745	
ONUC	3.11	3.12	19,343 <sup>(4)</sup>	—	—	1,490	5,796	5,796	5,796	5,796	5,796	5,796	3,740E (US)	3,740E (US)	74,225	74,225	
SPECIAL PROGRAMMES*	V	V	\$ 3,864 <sup>(10)</sup>	\$ 7,464	9,047	8,933 <sup>(8)</sup>	5,581	5,581	5,581	5,581	5,581	5,581	2,150 (US)	2,150 (US)	17,068 <sup>(23)</sup>	17,068 <sup>(23)</sup>	
EPTA	V	V	—	—	—	1,941	2,217	2,217	2,217	2,217	2,217	2,217	2,350 (US)	2,350 (US)	6,282 <sup>(23)</sup>	6,282 <sup>(23)</sup>	
UNHCR	V	V	—	—	150 <sup>(6)</sup>	1,590 <sup>(7)</sup>	1,941	2,424	2,424	2,424	2,424	2,424	290	290	290	290	
UNICEF	V	V	6,275 <sup>(3)</sup>	2,600	3,100	650	650	650	650	650	650	650	800	800	13,275	13,275	
UNRWA <sup>(15)</sup>	V	V	778 <sup>(23)</sup>	3,100	5,250	3,000	3,000	3,000	3,000	3,000	3,000	3,000	1,000	1,000	14,128	14,128	
UNKRA <sup>(16)</sup> and UNRRPK	V	V	—	7,750	—	—	—	—	—	—	—	—	—	—	—	7,750	7,750
SPECIALIZED AGENCIES*	4.09	4.03	20,125	7,978	8,891 <sup>(14)</sup>	2,019	2,570	2,570	2,570	2,570	2,570	2,570	41,582	41,582	4,933	4,933	
FAO	4.63	4.67	722	1,266	1,945	375	627	627	627	627	627	627	180	180	2,363	2,363	
ICAO	3.50	3.40	613	519	859	192	180	180	180	180	180	180	3,869	3,869	3,869	3,869	
ILO	2.34	NA	384	1,189	1,601	341	394	394	394	394	394	394	9 (US)	9 (US)	26	26	
IMCO	—	—	16,706	2,108	—	—	—	—	—	—	—	—	—	—	18,814	18,814	
IRO	—	—	3.01	2.98	947	1,564	1,856	425	425	425	425	425	489	489	5,281	5,281	
UNESCO	2.85	2.82	607	1,010	2,283	536	712	712	712	712	712	712	5,147	5,147	5,147	5,147	
WHO	—	—	26	50	52	60	16	16	16	16	16	16	18	18	170	170	
UPU <sup>(18)</sup>	—	—	—	—	52	52	14	15	15	15	15	15	15	15	108	108	
WMO <sup>(20)</sup>	—	—	—	—	245 <sup>(21)</sup>	265	109	126	126	126	126	126	241	241	866	866	
ITU <sup>(22)</sup>	—	—	19	51	624	624	220	219	219	219	219	219	241	241	1,156 <sup>(23)</sup>	1,156 <sup>(23)</sup>	
OTHERS*	2.89	2.88	—	—	55	55	11	12	12	12	12	12	12	12	997	997	
IAEA <sup>(6)</sup>	—	—	19	51	55	55	11	—	—	—	—	—	129	129	129	129	
UN ASSOC. IN CANADA	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
TOTAL*	—	—	—	—	—	—	—	—	—	—	—	—	\$18,685	\$18,685	—	—	
			\$32,211	\$32,211	\$40,791	\$40,791	\$15,425	\$15,425	\$15,425	\$15,425	\$15,425	\$15,425	\$42,842	\$42,842	\$149,935	\$149,935	

SOURCE: Public Accounts of Canada for the Fiscal Years Ending March 31, 1946, to March 31, 1961.

NOTE: V—Voluntary Contribution  
E—Estimated  
NA—Not available\*\*—See "Canada and the United Nations, 1961".  
\*—Totals may not add due to rounding.

For explanation of notes see Appendix A-1, Numbered 1—23

## APPENDIX A-1

- (1) This figure does not include Canada's 1945-46 assessment for the League of Nations of \$317,841 and the 1946-47 assessment of \$313,773. These two assessments included Canada's share of ILO and ICJ costs for those years. In addition, Canada advanced \$1,205,002 to the UN Working Capital Fund in 1945-46 and \$194,674 in 1946-47, which are not shown.
- (2) Contributions to the Intergovernmental Committee for Refugees.
- (3) Includes a contribution of \$5 million to the International Children's Emergency Fund and \$200,000 to the Council for the UN Appeal for Children, voted under general post-UNRRA relief.
- (4) Includes \$11,705 for the UN War Crimes Commission and \$12,052,348 voted under general post-UNRRA relief.
- (5) Totals include Canada's assessment (\$760,627), Canada's share of the operational budget (\$150,581) and special contributions of \$24,270 in 1957-58 and \$61,842 in 1959-60.
- (6) Includes \$100,000 in contributions to the UN Refugee Emergency Fund (UNREF).
- (7) Includes a donation of \$650,000 in 1956 to the UN Refugee Fund (UNRF) for the assistance of Hungarian refugees.
- (8) Includes contributions of \$100,000 to the WHO Malaria Eradication Programme, \$23,000 to FAO's "Freedom-from-Hunger" campaign, and \$989,063 to the UN Civilian Fund for the Congo.
- (9) The Special Fund was established in 1959.
- (10) The EPTA was established in 1949.
- (11) The IMCO was established as a UN Specialized Agency in 1958.
- (12) The IRO was terminated as a UN Specialized Agency in 1951.
- (13) The IAEA was established in 1957.
- (14) Includes a special gift of \$4,759 to UNESCO in 1958.

- (15) Canada normally makes a cash contribution of \$500,000 to the UNRWA; however, since 1958-59, this has been augmented by several special donations of Canadian wheat flour.
- (16) Includes a \$30,000 grant (\$10,000 in 1959, '60 and '61) to the UN Technical Assistance Training Centre at the University of British Columbia.
- (17) The UNKRA was terminated in 1958.
- (18) The WMO was established as a Specialized Agency in 1951.
- (19) Included in the Post Office Department's vote and paid by that Department.
- (20) Included in the Department of Transport's vote and paid by that Department.
- (21) Assessment for membership in the ITU for 1945-46 and 1946-47 estimated at \$2,800 annually, on the basis of 1947-48 assessment.
- (22) Includes \$254,000 in canned fish in 1948 and \$195,000 worth of white beans, \$198,000 worth of canned fish and \$73,900 worth of flour in 1949 for Palestine refugees.
- (23) This does not include the Canadian pledges of \$2,350,000 (U.S.) to the Special Fund and \$2,150,000 (U.S.) to the EPTA, which are to be paid in 1962 and will appear in the 1962-63 Public Accounts.

APPENDIX B  
 CONTRIBUTIONS PLEDGED BY MAJOR CONTRIBUTORS TO  
 THE VOLUNTARY SPECIAL PROGRAMMES OF THE UNITED NATIONS

(In Millions of U.S. Dollars)

Programme	TOTAL CONTRIBUTIONS PLEDGED	U.S.A.	BRITAIN	CANADA	FRANCE	FEDERAL REPUBLIC OF GERMANY	NETHER- LANDS	SWEDEN	U.S.S.R.	INDIA	ITALY	TOTAL OF COLUMNS (1) TO (10)
	(3)	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
EPTA (1951-62)	\$353.9	\$173.6	\$ 25.6	\$19.4	\$17.6	\$ 9.3	\$10.8	\$ 7.8	\$12.0	\$ 5.7	\$2.6	\$ 284.4
SPECIAL FUND (1959-62)	162.2	67.4	16.0	8.7	4.4	10.8	10.0	8.4	4.0	6.2	2.6	138.5
UNHCR (2) (1954-62)	30.1	11.3	3.0	2.0	2.9	1.5	1.8	0.9	*	0.2	0.2	23.6
UNICEF (1947-61)	289.3	173.9	6.7	13.3	8.7	4.2	0.7	2.2	4.2	3.4	1.7	219.0
UNRWA (1949-62)	412.1	274.9	61.8	15.1	11.7	1.6	0.6	1.1	0.3	0.4	0.4	367.5
UNKRA (1) (1952-55)	212.1	162.5	28.0	7.4	0.1	1.1	1.0	1.0	2.0	2.0	202.1	
TOTAL	\$1,461.7	\$863.6	\$141.1	\$65.9	\$45.4	\$27.4	\$25.0	\$21.4	\$20.2	\$15.6	\$9.5	\$1,235.1

SOURCE: Official Records of the General Assembly, Annexes, Seventh to Fourteenth Sessions, Report of the Negotiating Committee for Extra-Budgetary Funds; Report of the Negotiating Committee for Extra-Budgetary Funds, Fifteenth and Sixteenth Sessions (A/4423 and A/5031); and Financial Reports and Accounts of UNICEF and UNHCR for various sessions.

NOTE:

(a) Whenever possible, the period used covers the time from the establishment of the programme to the present.

(1) As of August 10, 1955.

(2) Includes contributions to the UN Refugee Funds (UNREF and UNRFP)

(3) As of date of Pledging Conference  
 \* Less than \$100,000.

# *The Algerian Republic*

THE independence granted to Algeria in July 1962 meant the end of 2,000 years of foreign occupation and domination. The first occupants of the Algerian littoral, the Phoenicians, had soon fallen under the power of the Carthaginian and Roman Empires. In the seventh century, the world of Islam was brought to Algeria by the Arab conquerors. In the fifteenth, the country was the scene of the Turkish invasions and, in the eighteenth, it sank into anarchy while the coast was the refuge of the pirates of Barbary. On the pretext of destroying piracy, France embarked on the conquest of Algeria in 1830. As early as 1848, the territory was divided into three departments, considered as an integral part of the national territory and administered from Paris.

French domination lasted for nearly a century and a half. The advent of France brought the development of the Algerian land and raised the living standards of the native population far above those of almost any other country in Africa and the Middle East. The development and modernization of agriculture, the setting up of an irrigation system, the dredging and building of harbours, the construction of roads, the development of modern means of communication (including air transport), and the creation of a nucleus of industries are so many achievements to the credit of France. With regard to public health, it need only be mentioned that the Moslem population has increased fourfold since the conquest. Above all, France brought to Algeria a culture and a way of life that left a deep impress on the Moslem élite and middle class. The reverse side of the picture is that the participation of Moslem elements in the country's political life left much to be desired; universal franchise and the eligibility to public office of all Moslems and Europeans without distinction were granted only after the Second World War. The process was speeded up, though too late, by the coming to power of General de Gaulle, and soon there were talks on integration or fraternization in complete equality, at least in theory, between Moslem and European Algerians.

## **Nationalism Resurgent**

In spite of this long and apparently fruitful association of the two communities, the call of nationalism was being heard with increasing urgency. Was the reason to be found in the absence of the Moslems from political life and public office, an absence which had been forced on them for so long? Partly, no doubt. Or was it not rather owing to the wave of nationalism and anti-colonialism which was sweeping post-war Africa? Be that as it may, on November 1, 1954, a group of confirmed nationalists founded the "Front de Libération Nationale" (National Liberation Front), which rapidly became by far the largest Algerian rebel movement. On November 1 of that year, the FLN began hostilities. Slow to get started, its war machine, whose fortune varied greatly in the course of the rebellion,

achieved its best triumphs at the time its rule was established over nearly the whole Algerian province. But the French army undertook the pacification of the territory; and with larger and better-trained forces, soon regained the province and reduced FLN arms to silence. The rebel troops were pushed back into the mountains or beyond the borders, into Tunisia or Morocco. Thenceforth, only guerilla warfare and terrorism were possible. The French army never seemed to have the situation better in hand than at the time of the negotiations and the cease-fire.

Military setbacks and semi-victories were, however, more than counterbalanced in the civilian field. The revolutionary movement, which numbered only a handful of nationalists at the beginning and had often to use force to recruit its followers and gain acceptance by the civilian population, gradually found its way among the masses, won them to its cause and became a national movement supported by the majority of the Moslem population. Concurrently, the FLN made important gains in the field of diplomacy. As could be expected, the Arab countries sided with the FLN, provided material assistance and recognized *de jure* its executive body, the "Gouvernement Provisoire de la République Algérienne" (Provisional Government of the Algerian Republic) as the only lawful government of Algeria. A number of Afro-Asian and Communist countries followed the same line and confirmed the FLN in its quasi-international statute. Diplomatic success was also achieved at the United Nations, which took up the matter as early as 1956, urging the parties concerned to work out a just and democratic solution, later recognizing the right of the Algerians to self-determination and continually urging the parties to negotiate.

### A Unique Colonial Problem

Nevertheless, the fighting lasted for more than seven years. One might wonder why France, which in the process of de-colonization, displayed so much liberalism, took so long to solve the Algerian crisis. At a time when Tunisia, Morocco and all the territories of the French Empire obtained their independence, why did the fight continue in Algeria? Why did successive French Governments between 1954 and 1958 remain powerless to solve this problem, which brought the fall of the Fourth Republic? Why did it take nearly four years for President de Gaulle to bring the conflict to an end? The reason is that the Algerian problem was unique in its character and did not include any of the elements of the standard colonial problem. No other territory had ever been so closely bound to the parent state or had ever produced so many unavoidable and direct repercussions on its very life. Never had so many natives considered themselves full citizens of the parent state. Above all, never had so many citizens of a parent state settled permanently in a territory; the European settlers constituted up to 12 per cent of the population of Algeria. The Europeans and assimilated Moslems, who had faith in the indissolubility of Franco-Algerian unity, rendered secession more difficult, if not impossible.

President de Gaulle was the only man who could perform the necessary act

of surgery. He undertook the operation on coming to power in 1958. The following year, he formulated his policy of self-determination for Algeria: a free choice, as soon as circumstances would allow, among integration, secession, or independence in association with France. The Melun negotiations in June 1960 were expected to proceed on this basis, but failed from the beginning. The resumed negotiations at Evian and Lugrin, in mid-1961, had no greater success, as the parties were in disagreement concerning the Sahara and the guarantees for Europeans. Evian and Lugrin, however, brought the parties closer and were followed by unofficial contacts which paved the way for renewed negotiations. The latter, which took place in Evian last February, achieved results.

### **The French Concessions**

The Evian Agreements of March 19, 1962, with the exception of amnesty clauses and transitional provisions, bear essentially on Franco-Algerian co-operation, on guarantees and on the military presence of the French in Algeria. They constitute a ratification of the Gaullist thesis on "independence in association with France". Co-operation extends to the cultural, economic and technical fields, as well as to the development of Saharan resources; France assumes the greater part of the burden, by providing teachers, civil servants, technicians and financial aid up to half a billion dollars a year. Under the guarantees, non-Moslems will have three years to acquire the Algerian nationality while keeping their French nationality or to remain as French citizens domiciled in Algeria. In either case, civic, religious and educational freedoms are ensured. Besides, the French language remains, for the time being, the current language in public office, in business and in court. Public education must include a large French sector, and non-Moslems are promised just representation in public office and in any designated or elected public body. In the military field, Algeria is leasing to France, for 15 years, the base of Mers-el-Kebir, and, for five years, the atomic and technical centres of the Sahara and certain airports.

The Evian Agreements were approved at the July 1 referendum by a vast majority of the Algerians, who gave final sanction to the principle of independence in association with France. A few days later, France acknowledged Algerian independence (on July 3 Canada recognized the Algerian state). The referendum was followed by legislative elections bearing on a single list established by the FLN leaders. In September, Mr. Ben Bella was entrusted by the National Assembly with the task of forming a government; his Cabinet was invested a few days later (Canada recognized the first Algerian Government on October 3). The Algerian Arab Republic was completely in charge of its own destiny.

### **Post-Independence Problems**

The first few months of peace were not without serious difficulties. Before the referendum, the Secret Army Organization (OAS) nearly succeeded in scuttling the Evian Agreements. At one time, the OAS had gained nearly complete power

over the cities of Algiers and Oran, and only a few days before the referendum did the Organization come to an agreement with the FLN. The Europeans, who had been harassed by FLN terrorism for more than seven years, began to lose confidence in the future. Doubting the practical value of the guarantees, they started to emigrate to France. Two-thirds of the European population (nearly 800,000 people) have now left Algeria. As a direct result, the country has been plunged into a financial and economic crisis without precedent. A large number of Moslem Algerians who had sided with France (there were more of these than is generally believed) and of French Army *harkis* did the same, for fear of FLN retaliation. Others left simply in order to find employment. A daily average of as many as 1,000 Moslems left for France. Some Moslem nationalists who were members of groups other than the FLN felt ill at ease with the latter and, contrary to what could be expected, showed strong opposition to it. Still more serious was the rivalry inside the FLN itself. Two important crises in July and August, among which was the revolt of the Willayas III and IV, preceded the coming to power of Ben Bella; the rancour has not yet disappeared. On the other hand, some extremist remarks by President Ben Bella, and the tension which has characterized Franco-Algerian relations for the past few months, are causing apprehension to the moderate elements in the FLN and to others.

The situation, therefore, remains critical. Time and patience will be needed before order is restored. As in many post-revolutionary situations, the pendulum swings before stopping. Independent Algeria is seeking its specific gravity in the modern world. It can only find itself through the experience of facts and of government. A few encouraging signs are already appearing. In particular, some Europeans have gone back to Algeria. But their number is still very small, and the possibility of a mass return may be doubted, unless interior conditions improve significantly. Yet only the Europeans, whose means, skills and techniques were such assets, can ensure the proper functioning of the administration and of the school system and put the country's economy back on its feet. Moreover, if they do not return, will France be able or willing to continue financial assistance on the scale provided for at Evian, however necessary this may be?

In brief, unity, stability, moderation and the return of those who left are the components of the Algerian conditions upon which the Évian Agreements are based.

# *Canada on the Film Screens of the World*

A BOUT 25 years have passed since a start was made on the projection abroad of the Canadian image by the use of documentary films. Today, the number of viewers of Canadian films in North and South America, in Europe, in Africa and in Asia, is enormous and growing steadily. The task of presenting Canada to the world in film and photograph belongs to the National Film Board, whose gigantic and flexible distribution network permits a citizen of Johannesburg, an engineer in New Delhi, an American tourist, a French schoolmaster or a Chilean industrial worker to become familiar with the magnificent Canadian landscapes, to follow the development of this vigorous young northern country and to obtain a surer grasp of the role of Canada, a democratic industrial giant of the twentieth century, in the world.

As in Canada itself, NFB films are shown abroad in theatres and on television. They are made available to the foreign public by Canadian diplomatic missions and film libraries. The same films are shown at home and abroad. All Canadian diplomatic and trade missions have film libraries. Such collections consist of anywhere from 50 to 1,000 prints, which are lent directly to institutions and individuals. In the endeavour to reach a wider audience, the Film Board also enters into agreements and make exchanges with government film agencies of other countries, with foreign departments of education and with certain of the agencies of the United Nations. Its films are integrated into commercial TV or theatrical circuits abroad through the larger distribution agencies.

In addition to sending its films to all countries where English and French are spoken or understood, the Board provides dubbed versions in more than 30 modern languages.

## **Influence of NFB Films**

The NFB films shown abroad have a considerable effect in encouraging people to come to Canada as tourists or on business or even to settle. Information films familiarize innumerable viewers with the geography, natural resources, industry, trade, scientific achievement and cultural life of Canada. Instructional films and travelogues illustrate the beauty and variety of the Canadian landscape and the size and vitality of Canadian cities. Some years ago the noted animationist Norman McLaren created a cartoon film entitled "New York Lightboard", which ran in Times Square, New York, for three months on a luminous screen composed of thousands of light-bulbs. Undoubtedly, this spectacularly successful film, which depicted, in a highly stylized manner, some of Canada's chief attractions, gave many of the millions who saw it the idea of visiting Stratford or fishing in Canada's fine trout streams and well-stocked lakes.

Documentary films can help make less frustrating the period of adjustment to

Canadian habits experienced by every immigrant. Many films on the political, economic and cultural aspects of the Canadian way of life are available for this purpose. Such aids are, indeed, indispensable at a time when men of all races and creeds are beginning to regard themselves as members of an expanding human community. For this reason, NFB films are enthusiastically welcomed by young people the world over.

### Films for Emergent Nations

Many under-developed countries require films on special subjects, notably agriculture, public health, hygiene, housing, industrial safety, workers' problems and a variety of technical matters. To meet such demands, the Film Board enters into agreements with the governments concerned or with international agencies such as UNESCO and FAO. With the help of such films, peasants, industrial workers, educators and social workers throughout the world can strive to increase agricultural yields, can stimulate industrial production, fight ignorance and illiteracy and promote the organization of labour. The Board also offers young people from other lands the opportunity of studying various production techniques and distribution methods used in Canada. Such future technicians benefit from the facilities provided by the assistance programmes in which Canada participates or receive bursaries from various international organizations.

During the fiscal year 1961-62, the National Film Board distributed through Canadian diplomatic missions films that were seen by 26,226,000 people at 244,200 showings. The increase in NFB screenings in commercial theatres abroad is indicated by the fact that the Board filled 18,835 bookings during the last full fiscal year. Television is an indispensable medium for the circulation of NFB films; during 1961-62, "shorts" formed part of 5,360 programmes, at an average rate of 14 a day, on the TV screens of the world.

### Use of Newsreels

Besides ordinary documentaries and "stills", the Film Board produces newsreels—brief films, lasting three or four minutes, that depict everyday events in Canada. These reels, rapidly prepared without sound effects, are sent to the main distribution agencies in London, New York, Paris, Warsaw, Mexico City and Tokyo. During the last budgetary year, the Board sent abroad 50 such films, which were inserted in 2,630 information bulletins. Television is one of the Film Board's best customers for material of this sort; by means of televised newsreels, countless spectators in about 100 countries are kept constantly in touch with current events in Canada and with the Canadian way of life.

The National Film Board co-ordinates the activities of all the photographic services of the Canadian Government. Its photo-library, which contains more than 157,700 photographs, provides newspapers and other periodicals in Canada and abroad with a feature service consisting of brief, vivid texts and pictures of exceptional journalistic and artistic quality. During the last fiscal year, the Photographic

Service published 26 photo-features on such subjects as the National Gallery, Eskimo art, the work of government icebreakers and the control of nuclear radiation. Features on the last topic were used by publications in Britain, France, the United States, India, Chile and nine other countries. Thirty-five countries, including Britain, Finland, the Philippines, the Netherlands and South Africa, placed 307 orders for NFB photo-features in a single year.

### **Participation in Festivals**

The Film Board takes part in all the large international film festivals, where its productions often win first prizes — a fact that promotes the distribution of Canadian films abroad and increases the general prestige of Canada. Thus, quite recently, the Board won a "Silver Bear" (a sort of "Oscar") at the Berlin film festival for a poetical documentary entitled "Morning on the Lièvre". At Cannes, for three years in a row, Canada won the Eurovision Award, one of the most coveted prizes for television documentaries. The Film Board is noted for the diversity of its productions, and has won laurels for films in many categories, such as animation, children's subjects and documentaries on anthropology, industry, and sport. Scientific films are almost sure winners at the international festivals; a recent film on the development of fish embryos placed Canada at the top of this class. Several NFB productions of recent years have garnered as many as ten prizes each; such was the case with "Universe", a stunning "travelogue" concerned with outer space. In 1961, juries from the United States, Italy and Argentina added their awards to the list of NFB honours.

The influence abroad of Canadian information films cannot, of course, be gauged by purely statistical methods. The many laudatory testimonials received, however, constitute an "opinion poll" of a sort and provide some indication of the extent and strength of that influence. The foreign public for NFB films has become immense; more than 26 million a year see Canadian films on non-commercial circuits. Theatres rent more and more Canadian films; last year, there were about 19,000 such bookings. Every day, in both hemispheres, countless television viewers learn something new about Canada. Today, the language barrier is practically non-existent, for not only does the Board issue films in both English and French but, as already indicated, it also distributes dubbed versions in many other tongues. The popularity of these films, the warm welcome they receive wherever they are shown, may be explained by the variety of their subjects and the originality of their conception and execution. Documentary films have been affected, like other categories, by the evolution of contemporary film-making techniques, particularly those often called "avant-garde".

The role of Canadian films abroad is manifold. Not only do they attract tourists and prospective immigrants, but they are of great value to under-developed countries. Through them the public at home and abroad comes to realize the extent and character of Canada's influence on world affairs.

# *External Affairs in Parliament*

## **Nuclear Tests and the Radiation Hazard**

*The following statement was made to the House of Commons by Prime Minister Diefenbaker on November 5:*

. . . Some question was raised on Friday with reference to the attitude taken by Canada in connection with nuclear testing, and in particular with the motion and the several amendments which were before the United Nations. For that reason I feel it proper that I should place before the House at this time something of the stand which the Canadian representatives have taken there in the light of the decision which was made today in the Political Committee.

The 36-power resolution on nuclear testing, as amended by Canada with sub-amendments by several other delegations, was adopted by the Political Committee this morning by the very large vote of 81 in favour, none against, with 25 abstentions. Immediately following the vote on that resolution, a separate United States-United Kingdom resolution was also put to a vote and adopted with 50 in favour, including Canada, 12 against, with 42 abstentions. The action which the Political Committee took this morning on these two resolutions will, I hope, lend new impetus and direction to the negotiations in Geneva which have been marking time while this matter was under discussion in New York.

The purpose of the Canadian amendments to the original 36-power resolution was to attempt to improve it in two respects: first, to link up future discussions with the references to testing contained in the recent correspondence between President Kennedy and Chairman Khrushchov and, second, to remedy an omission in the original text by incorporating in it a call for an immediate cessation of testing in the three environments — in the atmosphere, under water and in outer space —on which all sides are agreed that no special inspection mechanism is needed.

The sub-amendment submitted by Ghana had the effect of adding a third element to the Canadian amendments by calling for an interim arrangement during which underground tests would be suspended while the research for a formula for their permanent suspension would be continued. The United States and United Kingdom Governments submitted further amendments to the Ghanaian proposal to make clear that they wanted adequate assurances for international verification during this interim period. The United States-United Kingdom proposal was accepted, as was that of Ghana, and thereafter the resolution as a whole, incorporating the Canadian amendments thus revised, was adopted with the result that I have already indicated.

Throughout the negotiations, which were complex, Canada has kept in close consultation with all the members of the 18-Nation Disarmament Committee and,

of course, with the three other Western members of that Committee, namely the United States, United Kingdom and Italy. I think we can take satisfaction from the action which the Committee has taken, and which will shortly go to the Assembly as a whole; for it should provide a constructive basis on which the Geneva talks can move ahead, taking account of the ideas which have been advanced in New York during the current debate. The resolution will also point the way to the method of stopping all tests by January 1, 1963, an element which has hitherto been lacking.

*The Secretary of State for External Affairs, Mr. Green, spoke as follows on November 12:*

... On November 9 the Special Political Committee of the General Assembly unanimously approved the text of a resolution on radiation put forward by Canada and co-sponsored by 41 other member states. The vote was 79 in favour, none against, with 11 abstentions. The 11 abstaining countries were the Soviet Union and its allies.

The Canadian Delegation played a leading role in the drafting and negotiation which led to the unanimous adoption of this resolution. The resolution is divided into two sections. In the first part it asked the Scientific Committee of the United Nations to continue its assessment of radiation risks as well as its review of ways of increasing man's knowledge of the effects of radiation. It also calls the attention of all member states to the Scientific Committee's finding that "the exposure of mankind to radiation from increasing numbers of artificial sources, including the world wide contamination of the environment with short and long lived radio nuclides from weapons tests, calls for the closest attention", since the effects of radiation increases may not be fully manifested until long after exposure has taken place.

The second part of the resolution commends the World Meteorological Organization for the plan it has prepared for the world-wide monitoring and reporting of the levels of atmospheric radioactivity, and invites the Organization to put a plan into operation as soon as possible after its final formulation. On an initiative taken by Canada last year, the General Assembly recommended that such a plan for monitoring and reporting should be formulated, and implemented if found feasible.

I am sure all Hon. Members will realize the importance of such measures taken by the United Nations and associated agencies to promote the closest possible scientific co-operation at the international level, with a view to expanding man's knowledge of the effects of atomic radiation on human health. The approval of this resolution without opposition in the Special Political Committee represents a significant forward step toward the achievement of this goal.

*On November 13, in reply to a question as to whether the Canadian Government intended to make any representations to the British Government concerning*

*the announcement by the latter of a plan to conduct an underground nuclear test, Mr. Green said:*

There have been no representations made to the British Government, but Canada's position on the question of nuclear testing is clearly understood by all of the governments concerned. The United Kingdom conducted a similar test last March 1 as part of a joint programme with the United States. They have now announced their intention to explode another device, but the British Minister of Defence, Mr. Thorneycroft, has stated that this is in no sense the start of a new series.

At this time all the nuclear powers are engaged in testing programmes, either in the atmosphere or underground. As I have said, Canada's opposition to the continuation of these tests has been clearly stated in this House and at the United Nations. It is for this reason our Delegation played a leading part in working for the adoption of a United Nations resolution which would assist in providing a basis for an end to testing.

¶ None of the major powers, the nuclear powers, voted against that resolution. They agreed to the early reconvening of the 18-Nation Disarmament Committee for the purpose of resuming negotiations on the cessation of nuclear testing in particular, and the Committee is asked to report back to the General Assembly by December 10. I believe the 18-Nation Committee will be meeting in Geneva within the next ten days, and I do not by any means rule out the possibility that during this next intensive round of negotiations in Geneva an agreement will be reached which will put a stop to all testing.

*On November 15, Mr. Green addressed the House as follows:*

. . . I should like to inform the House that the 18-Nation Committee on Disarmament will resume negotiations in Geneva on November 26. General Burns will be returning to Geneva shortly, after consultations here, and will lead the Canadian delegation.

Two questions should receive priority when the 18-Nation Committee resumes. First and foremost is the urgent need to reach agreement on the cessation of nuclear-weapons tests in accordance with the resolution which was recently adopted at the General Assembly. That resolution calls for a report to the Assembly by December 10. As a result, delegations will need to make an all-out effort.

Second, we believe that early consideration should be given to collateral measures which would reduce international tension and assist the realization of general disarmament. It is particularly important to take full advantage of the lessons of the Cuban experience to ensure that concrete measures are undertaken to reduce the risk of war and diminish the causes of existing tension. This question of collateral measures has been a Canadian initiative from the beginning.

It will also be necessary to proceed as quickly as possible toward agreement on far-reaching measures of general disarmament to be embodied in a comprehensive programme. As in the earlier rounds of negotiations in Geneva, the Cana-

dian delegation will make every effort to emphasize areas in which positions of the two sides are close to one another and where a wider measure of agreement should be achieved.

*Asked on November 21 to "report to the House on the resolution passed yesterday by the United Nations General Assembly concerning the Canadian plan for the measurement control of atomic radiation", Mr. Green replied:*

The House will recall my statement of November 12 on the success achieved by the Canadian Delegation to the General Assembly of the United Nations in having the Political Committee of the Assembly give its unanimous approval to a resolution concerning the effects of atomic radiation. I then gave an explanation of the purpose and aims of that resolution, which seeks to promote further advances in scientific research and international exchanges of information on human exposure to radiation and its harmful effects, through the United Nations Scientific Committee and also the World Meteorological Organization.

I am now pleased to inform the House that the General Assembly, in plenary session on November 20, gave its final approval and formally adopted the resolution by a unanimous roll-call vote of 86 in favour, none opposed, with 11 abstentions, most of which were Communist countries. As a result the plan will be pursued in final technical consultations between the United Nations Agencies concerned with a view to its implementation at the earliest possible time. . . .

### **The India-China Border Conflict**

*The following statement was made to the House of Commons on November 5 by Prime Minister Diefenbaker concerning the fighting between India and China along the border between the two countries and the type of assistance Canada had been able to provide to India:*

I feel sure the House will want a report on the situation in India and also on the preliminary action taken by Canada in this regard.

There has been heavy fighting on the northern frontier of India and the Chinese are occupying large areas of Indian territory. We do not, of course, know their ultimate objectives. It is clear that the military situation is serious. . . . The Government of India has expressed its determination to resist aggression. Canada's hope has been that peace could be restored on this troubled frontier on the basis of an equitable and permanent solution. However, in the meantime it is essential that India should be fully supported.

I informed the House last week that the Government had been examining, in response to the Indian Government's request, ways in which Canada could help. The Indian Government has now advised that it is most grateful for the offer which has been made and they are anxious to receive immediately six "Dakota"

aircraft. The Government took immediate steps on receipt of this request to have the Royal Canadian Air Force assemble six "Dakota" aircraft at their repair shop at Trenton and put them into first-class condition. These aircraft will be departing from Trenton at noon tomorrow and will be ferried by the RCAF to India, where they will be turned over to the Indian Government.

It is important that India's economic progress and the implementation of her Five Year Plan should not be impaired by the need to defend her frontier, and we shall be mindful of this in considering India's request for military supplies. Other countries have also been approached by India, and we are being kept informed of the constructive steps which are being taken to provide military assistance.

*On November 20, the Prime Minister returned to the subject with the following report:*

. . . I am sure that all Members of the House have followed with concern reports of the fighting now being conducted on India's northern frontiers against the Communist Chinese invasion of India.

Despite determined resistance, Indian forces have had to withdraw. In the northwest frontier area, in the Ladakh district of Kashmir, the situation at the moment appears to be relatively stable though strong Chinese attacks are being directed toward the capture of an important Indian air field at Chushul. In the northeast frontier area, however, between Bhutan and Burma, the Chinese have delivered two massive attacks, moving beyond Walong near the Burmese border and pressing south of the Se La pass near the Bhutan border.

The result of this Chinese offensive has been to bring their troops to within 30 miles of the Assam plains, a part of India of great economic value and importance. In these plains flows the great Brahmaputra River, which is a vital factor in the lives of the people of Northeast India, and also for the people of East Pakistan. In these grave circumstances we would all wish to assure once more the Indian people and the Indian Army of our support for their determination to defeat aggression, and our sympathy for the losses they have suffered.

We have given, and intend to give, practical evidence of our support for India at this time. As I stated to the House on November 5, we have dispatched six DC-3 "Dakota" transport aircraft in answer to an urgent Indian request. These aircraft were flown out by RCAF crews and are now in India. Over the weekend we received, through the Canadian High Commissioner in New Delhi, more specific advice from the Indian Government about their needs for further assistance in the form of aircraft, clothing for their forces and other materials. In the light of this additional information, the Government is at the moment urgently considering how we can best meet the Indian Government's requests and the most expeditious way by which our assistance can be sent to India.

There is one other factor in the present situation which derives from the fact that the great and populous subcontinent, part of whose borders has been pene-

trated, is shared by two Commonwealth countries, India and Pakistan. The long-standing differences between India and Pakistan over Kashmir have been a cause of regret to Canada and the other Commonwealth countries for many years. We cherish a deep fraternal regard for both countries and have tried over the years to find means to reconcile their differences.

In the present circumstances, when Communist Chinese aggression has forced India into a bloody conflict, the entire subcontinent, home of both India and Pakistan, is exposed to a grave threat. We would hope that this ominous situation might give new impetus to the search for a settlement between these two fellow members of the Commonwealth. Such a settlement would facilitate a concentration of effort against the invading forces on the northern frontier; and I want to make this clear, that, if there is anything Canada can do to further such a settlement, the Canadian Government will respond wholeheartedly.

Discussions are taking place among representatives of the Governments of India, Canada, the United Kingdom and the United States in order to determine what are the particular requirements of the Indian Government at this time. To date a final determination has not been made in that regard.

. . . I mentioned previously the "Dakota" aircraft. In view of the fact that these aircraft have been in the possession of the Royal Canadian Air Force for some time and can be transferred without making any material difference to the strength of the air force, Canada does not propose to ask India to pay for their value to the RCAF on any basis of their estimated market value. That estimate is from \$50,000 to \$75,000 for each and every one of these aircraft. India will reimburse the Canadian Government for the out-of-pocket costs involved in preparing these aircraft for delivery and delivering them to India. It is estimated that this will not amount to more than approximately \$5,000 per aircraft.

In addition there was a request from the Indian Red Cross for certain wool, and the Government made arrangements to supply this knitting wool to the Indian Red Cross. The cost of furnishing this wool will be met in the first instance out of the appropriation for minor and unforeseen expenses, and it is expected that arrangements can be made to have it flown to India from time to time as it is required, without cost to the Indian Red Cross.

Furthermore, the Indian Government has placed before the Canadian Government a list of various clothing items, cloth, woollens and the like, with respect to which they are asking us to give consideration to having them supplied from Canada. . . .

*The following day Mr. Diefenbaker replied to a request "to bring the House up to date on the most recent developments in the China-India conflict":*

. . . The announced Chinese intention to effect a cease-fire today and to begin withdrawal of its forces on December 1, is of course, known to the House. This declaration is being studied. I might say that the Chinese programme announced in this unilateral declaration carries with it certain political, territorial and strategic

implications which the Indian Government will examine carefully. Indeed, Prime Minister Nehru, while maintaining India's consistent position that a cease-fire must be based on the status quo before hostilities began, has stated that when the Chinese proposals are officially received they will be given full consideration.

For our part, Canadians will welcome any arrangements that will be acceptable to the Governments of India and China. However, until we have fuller information it would be premature to express further views. In the meantime we shall carry on with our plans and actions to provide India with defensive material assistance. . . .

As I said yesterday, there has been a review in connection with the requirements of India. We are endeavouring to achieve a reasonable degree of unity as among the United Kingdom, the United States and Canada so there will be no unnecessary duplication or triplication.

In so far as food is concerned, there has been no request so far. There has, however, on a previous occasion been a request for consideration of certain clothing items. Further than that, I have nothing to add to what I have already stated. . . .

## GATT Ministerial Meeting

*On November 15, the Prime Minister made the following statement concerning the ministerial meeting of the GATT scheduled for early 1963:*

. . . Representatives of the nations who are parties to the General Agreement on Tariffs and Trade now meeting in Geneva have agreed that a ministerial meeting should be held in the early part of 1963 to consider a programme for effective liberalization and expansion of trade in both primary and secondary products. I think I can do no better in this connection than to read from a press communique which will be released today by the GATT Secretariat. It says that the Contracting Parties have agreed that a ministerial meeting should be held in the early part of 1963 to consider such a programme to which I have already referred:

—full weight should be attached to the importance and urgency of negotiating solutions to problems of trade in primary products and to the additional trade problems of less-developed countries. The proposal that such a meeting should be held was made jointly by the Governments of the United States of America and Canada.

A precise date for the meeting should be determined by the Council of Representatives.

The Council should be convened for this purpose by the Executive Secretary at the earliest possible date that he feels that necessary elements exist for arriving at a decision.

In this connection, due weight should be attached to the fact that, in order to enable the United States of America to play a full part in a further substantial and early movement for reduction of tariffs and other barriers to trade, it is desirable that the necessary decision to initiate such a movement be taken early in 1963.

Council should at the same time propose an agenda for the meeting of ministers and make adequate preparation for the meeting.

I know the House will appreciate the fact, as it says in the communique, that Canada and the United States jointly proposed in Geneva that this meeting be held. This decision is directly in line, as I said a moment ago, with the proposal I

made for a meeting of like-minded nations to consider these trade questions, which received the endorsement and support of President Kennedy last month. Representatives in Geneva have agreed that at this important meeting full weight should be attached to the urgency of negotiating solutions to the problems mentioned therein. That is in entire accordance with the Canadian views, and the Government welcomes this decision.

The exact date of the conference will be settled at an early meeting of the GATT Council. Arrangements will be made for Canada to be represented at this very important meeting by the Minister of Trade and Commerce and possibly by other ministers as well. I believe that a meeting at this time will have the most far-reaching and beneficial results throughout the free world, and will open great possibilities for expanding trade and, in consequence, expansion in the Canadian economy.

## **South Africa and the United Nations**

*The latest UN discussion of the South African apartheid policy was summarized by Mr. Green on November 7 in the following words:*

. . . The United Nations General Assembly has now concluded its discussion of the question of race conflict in South Africa resulting from the policies of *apartheid*, with which was linked the question of the treatment of people of Indian and Indo-Pakistani origin. The resolution, sponsored by 33 African and Asian members, was passed yesterday in a plenary session of the General Assembly by 67 votes in favour to 16 opposed, with 23 abstentions.

The resolution deplores the failure of the South African Government to comply with repeated requests and demands of the United Nations to abandon its racial policies and requests members, separately or collectively, to undertake specific diplomatic and economic sanctions against South Africa. The resolution also establishes a special committee to be nominated by the President of the Assembly to keep the racial policies of South Africa under review, and invites member states to inform the next session of the Assembly of actions they have taken to dissuade the Government of South Africa from pursuing its *apartheid* policies. Finally, the resolution requests the Security Council to take appropriate measures, including sanctions, to secure South Africa's compliance with Assembly resolutions on this subject and to consider South Africa's expulsion from the United Nations.

. . . My Parliamentary Secretary made it clear in his statement on this subject before the Special Committee of the Assembly that Canada condemns without any qualification the South African Government's harsh and repressive policy of *apartheid*. The Canadian Delegation, while strongly supporting the aims of the resolution, voted against it as a whole because of our grave doubts about the appropriateness of the use of sanctions by the United Nations in a situation which does not involve external aggression or a question of peace or war. We are

also opposed to the expulsion of South Africa from the United Nations because of the principle involved and because the United Nations has more opportunity to exert its influence with South Africa in the organization.

No opportunity was given to vote clause by clause because a resolution was put through by a very small majority providing that the only vote could be on the resolution as a whole. Canada, for example, would have voted in favour of the clause calling for the setting up of a committee. . . .

## Intergovernmental Committee for European Migration

*On November 13, Mr. Green made the following statement:*

. . . In view of recent press reports concerning Canada's withdrawal from the Intergovernmental Committee for European Migration, it seems advisable to set out the reasons which led to Canada's decision to resign. ICEM, of course, is not a United Nations body but is a committee of some 30 governments. I might add that Canada is not the only country to withdraw from the organization. Sweden resigned last year. Canada's decision to withdraw was taken only after a most careful review of all relevant factors, and was concurred in by the various departments concerned.

Canada was one of the founding members of ICEM, which was formed in 1951 to meet the problems created by refugees and non-refugee surplus populations in Europe after World War II. At that time there were large numbers of European refugees living in camps awaiting resettlement opportunities. The problem of non-refugee surplus populations was still critical for a number of European countries, where it tended to be one of the factors impeding economic development. ICEM facilitated the transport of refugee and non-refugee migrants from European countries with surplus populations to countries overseas welcoming increased immigration. In the years from 1951 to 1961 ICEM played a very useful role in the resettlement overseas of refugees and migrants.

However, toward the end of World Refugee Year in 1961 when, under United Nations auspices, an intensified effort was made to deal with refugee problems, it became apparent that the refugee problem had been substantially reduced. There are now just a few thousand refugees living in camps, and it is expected that these will be resettled in the very near future. In North America and Europe and elsewhere there are signs that we are returning to a more normal activity in the field of migration. The European economy now seems capable of absorbing most of the surplus population in that continent without international assistance.

As far as Canada is concerned, we prefer — and I think this has been the policy down through the years — to rely on bilateral arrangements and on our own immigration facilities. In normal times Canada is not persuaded that national migration requires or justifies by itself the existence of an international agency. This is the essence of the reason why Canada is withdrawing.

Very little use of ICEM's services has been made by Canada over the years. None the less, Canadian participation in ICEM has involved an annual assessment of approximately \$200,000. In addition, in the past few years a grant of \$60,000 has been made to the Refugee Transport Programme of ICEM. While financial considerations were not the primary reason for Canada's withdrawal, it has become increasingly difficult to justify paying such a price for an organization of marginal use to Canada.

For the reasons I have given and because other international commitments have assumed a greater priority, the Government decided that Canadian participation in ICEM should be terminated. This decision in no way diminishes Canadian interest in refugee problems, an interest which will continue to be reflected in Canada's support in the United Nations for programmes of assistance to refugees. Canada is one of the main contributors to the work carried on by the United Nations High Commissioner for Refugees. In addition, the Government intends to examine from year to year the question of continuing a special voluntary grant of \$60,000 to the refugee transport fund of ICEM.

## Canada and the Cuban Quarantine

*On November 2, Mr. Diefenbaker made the following statement concerning "the quarantine measures being applied by the United States against shipments of offensive weapons and war material to Cuba":*

... The United States Navy has been directed to stop and search and, if necessary, divert ships of any nationality entering the quarantine area around Cuba. The United States Government has now instituted arrangements whereby, as a service to international shipping and in order to avoid delays due to stoppage and search at sea, advance clearance may be obtained at the last port of call before entering the quarantine area. Application for a clearance certificate may be made by a ship's agent, or other ship's officer, to a local United States consular officer, who is empowered to issue a clearance certificate after inspection of the ship and its cargo. These procedures are available to ships of any flag, including those of the Soviet bloc.

The Canadian Government has agreed to these advance clearance facilities being made available to ships in Canadian ports for as long as the quarantine arrangements are in force. There is, of course, no question of compulsory inspection of any ships when in Canadian waters, but rather of their being free to take advantage of these facilities in order to avoid possible subsequent delay and inconvenience.

## APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

Mr. J. P. Schioler posted from the Canadian Delegation to the International Supervisory Commissions, Indochina, to Ottawa. Left Saigon October 27, 1962.

Mr. P. M. Roberts posted from Ottawa to the Office of the Canadian Trade Commissioner, Hong Kong. Left Ottawa November 2, 1962.

Mr. N. R. J. Gwyn posted from the Office of the High Commissioner for Canada, Accra, to Ottawa. Left Accra November 3, 1962.

Mr. R. P. Gilbert posted from the Canadian Embassy, Lima, to Ottawa. Left Lima November 8, 1962.

Mr. R. G. Hatheway posted from the Office of the High Commissioner for Canada, Lagos, to Ottawa. Left Lagos November 14, 1962.

Mr. P. E. A. Romeril posted from the Canadian Embassy, Cairo, to the International Supervisory Commissions, Indochina. Left Cairo November 15, 1962.

## TREATY INFORMATION

### Current Action

#### Bilateral

##### United States of America

Exchange of Notes between Canada and the United States of America concerning the coordination of radio frequencies above 30 megacycles a second.

Ottawa, October 24, 1962.

Entered into force October 24, 1962.

##### Venezuela

Exchange of Notes between Canada and Venezuela extending for one year from October 11, 1962, the Modus Vivendi of October 11, 1950, between the two countries.

Caracas, October 10, 1962.

Entered into force October 10, 1962.

#### Multilateral

Declaration on the provisional accession of the Government of Argentina to the General Agreement on Tariffs and Trade.

Geneva, November 18, 1960.

Signed by Canada April 14, 1961.

Accepted by Canada April 14, 1961.

Entered into force October 14, 1962.

Long-term arrangements regarding international trade in cotton textiles.

Geneva, February 9, 1962.

Signed and accepted by Canada August 23, 1962.

Entered into force October 1, 1962.

International Coffee Agreement.

New York, September 28, 1962.

Signed by Canada, October 16, 1962.

Canada's Instrument of Ratification deposited November 20, 1962.

Provisionally in force October 1, 1962.

# EXTERNAL AFFAIRS

## INDEX TO VOLUME XIV

### (JANUARY TO DECEMBER 1962)

Africa *see also* Individual countries  
    Unity movements, 210

Algeria  
    Independence, 375

Antarctica  
    General article, 167

Atomic Energy  
    IAEA Fifth General Conference, 21  
    Nuclear tests, 305  
    Radiation, 306  
    Sweden-Canada agreement, 333

Berlin  
    The wall, 5

Canada-U.S. Relations  
    Canada-U.S. economic talks, 59  
    Canada-U.S. Interparliamentary Group, 142  
    International Boundary Commission, 126

Colombo Plan  
    Tenth conference of the  
        Consultative Committee, 7

Commonwealth *see also* Individual members  
    Marlborough House, 243  
    Parliamentary Association  
        conference, 1961, 71  
    Prime ministers' conference, 1962, 274  
    Second Commonwealth  
        Education Conference, 76, 131

Cuba  
    Canada and the crisis, 335  
    Canada's trade with, 78  
    Communist threat, 145

Cyprus  
    Canadian President for High Court, 82

Defence  
    Canadian Army abroad, 198  
    National Defence College, 73

Development Assistance Committee  
    Tenth meeting, 290

Disarmament *see also* Atomic Energy,  
    Radiation  
    Burns speech at Geneva,  
        April 12, 1962, 160  
    Burns statement at UN, November 9,  
        1962, 356  
    Conference at Geneva, 104  
    Economic and social consequences  
        of disarmament, 266  
    Green speech at Geneva, March 19, 1962,  
        110

Green speech at Geneva, July 24, 1962,  
    222  
    Green report to Parliament, 176

Economic Commission for Latin America  
    Canada and the ECLA, 98

European Common Market  
    Relations with Canada and the U.S., 146  
    Statement by Commonwealth prime  
        ministers, 1962, 279

Federal Government  
    Government Hospitality Committee, 100

Fellowships and Scholarships  
    Carnegie Fellows in Diplomacy, 235

General Agreement on Tariffs and Trade  
    Tariff Conference ends, 236  
    Nineteenth session, 84

Ghana  
    Military-training assistance, 136

Immigration  
    Canadian immigration service  
        abroad, 269

Indochina  
    Cambodian independence, 332  
    Canada in Indochina, 149  
    Geneva agreements on Laos, 256

Jamaica  
    Independence, 263

Japan  
    Farmers' visit, 174  
    Tokugawa visit, 166

Latin America  
    Canada and Latin America, 162  
    Canada and the OAS, 145

Law  
    International civil procedures, 93  
    International Court of Justice,  
        opinion on financing UN military  
        operations, 259  
    International Law Commission, 10

Malaya  
    Greater Malaysia, 138

Narcotics  
    Single Convention, 27

National Film Board, 379

NATO  
Canada and NATO, 311  
Ministerial meeting, 1961, 4  
Ministerial meeting, 1962, 189  
NATO Parliamentarians seventh  
annual meeting, 13

Netherlands  
Canada dead commemorated, 216

New Guinea *see* United Nations

Organization of America States  
*see* Latin America

Portugal  
Angola, 122

Radiation *see* Atomic Energy

Rhodesia  
Discussed by UN Committee, 122, 232

Ruanda-Urundi  
Discussed by UN Committee, 119, 229

Southeast Asia *see also* Indochina  
Association of Southeast Asia, 247

Space  
Peaceful uses of, 192  
Soviet proposal for co-operation, 105

Tanganyika  
Canada's relations with, 77  
Independence, 62

Thailand  
Relations with Canada, 68

Treaties *see also* Atomic Energy, International Boundary Commission

and Narcotics  
Conservation of fur seals, 90

Trinidad and Tobago  
Independence, 293

Uganda  
Independence, 329

United Nations *see also* Law and  
Individual UN bodies  
Canada's contribution to, 361  
Green statement in general debate,  
seventeenth session, 302  
First resumed sixteenth session, 119  
Regional Economic Commissions, 205  
Second resumed sixteenth session, 229  
Sixteenth session, 38  
Seventeenth session agenda, 282  
Seventeenth session, first month, 319  
Seventeenth session, second month, 346  
University of British Columbia  
UN training centre closed, 79  
West New Guinea settlement, 296

UN Specialized Agencies *see*  
Individual Agencies

UN Special Fund  
Eighth session of Governing Council, 240

Visitors *see also* Japan  
Australian Deputy Prime Minister, 166  
New Zealand Cabinet Minister, 67  
Pakistani President, 327  
President Frondizi, 2  
Prime Minister Macmillan, 158  
Royal Visits, 254

World Food Programme  
Background article, 182











BINDING SECT. JUN 18 1963

Gov. Doc., Canada, External Affairs,  
Can. Department of  
E External affairs  
v.14(1962)

**PLEASE DO NOT REMOVE  
SLIPS FROM THIS POCKET**

---

**UNIVERSITY OF TORONTO  
LIBRARY**

3 1761 11552458 9

